C. Monitoring System

The ESSP assists schools <u>inside</u> Afghanistan in several ways by providing:

- o textbooks and school supplies;
- o supplemental instructional materials;
- o teacher salaries;
- o teacher training; and
- o district-level management.

By all standards of performance the UNO team has accomplished the production and distribution of materials in amounts and speed that are very impressive in light of logistical and technical difficulties that would have crippled most projects in other settings. Dedicated staff, knowledgeable about and experienced in Afghanistan, have made this production possible. Verifying the impact of these materials and delivery of payments to teachers and administrators for services actually rendered inside Afghanistan has, however, challenged AID/REP and ESSP staff, from the project's inception. This is a problem shared by all donors and PVO's, even those who have authorization to travel inside the country. (A.I.D. and all U.S. citizen direct-hire project personnel are expressly prohibited from entering Afghanistan at the present time.)

UNO employs a three level monitoring system :

<u>Level 1</u>- The Education Center for Afghanistan (ECA) employs monitors to personally verify the existence of schools and receipt of textbooks, school supplies and salaries;

<u>Level 2</u>- UNO hires a second group of monitors to verify schools and salaries and to cross-check reports of Level 1 monitors;

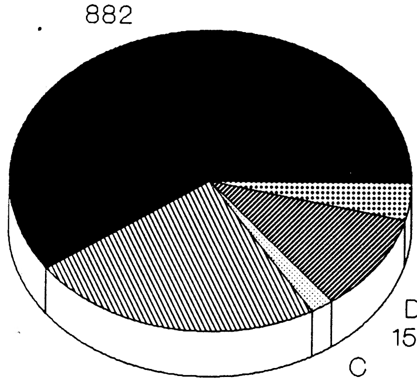
<u>Level 3</u>- Employees of PVO's and other Afghan-assistance agencies as well as UNO teacher-trainers and AID/REP monitors are asked to validate the existence of schools when they are traveling or working in the area of ECA/UNO supported schools.

The project has a policy of distributing textbooks to all ECA schools inside Afghanistan which request them when the existence of the schools have been verified by monitors. These schools are also eligible to receive salaries for teachers (approximately 12,000 Afghanis or about $21/month at present) if the school receives ECA approval and passes a verification test. (See Annex C for the Monitor's Validation Instrument.) Upon a second

validation of the existence of the school, teachers are eligible to receive salaries. Figure 2 presents the distribution of ECA/UNO schools by their payment status.

Figure 2
Categories of AID/REP-Supported Schools

Profile of ECA Schools
September 30, 1990



1,471 ECA Approved Schools

KEY

A = Schools receiving salaries in 89/90	882
B = Schools eligible for salaries in 89/90 not yet paid	59

<u>ECA Active Schools Total</u>	941
C = Schools salaried in 87 and 88; dropped in 1989	27
D = Schools salaried in 87 and 88; Inconsistent data in 1989; on hold.	156
E = Schools newly supplied with books and instructional materials and verified once. Eligible for salaries after second verification	347

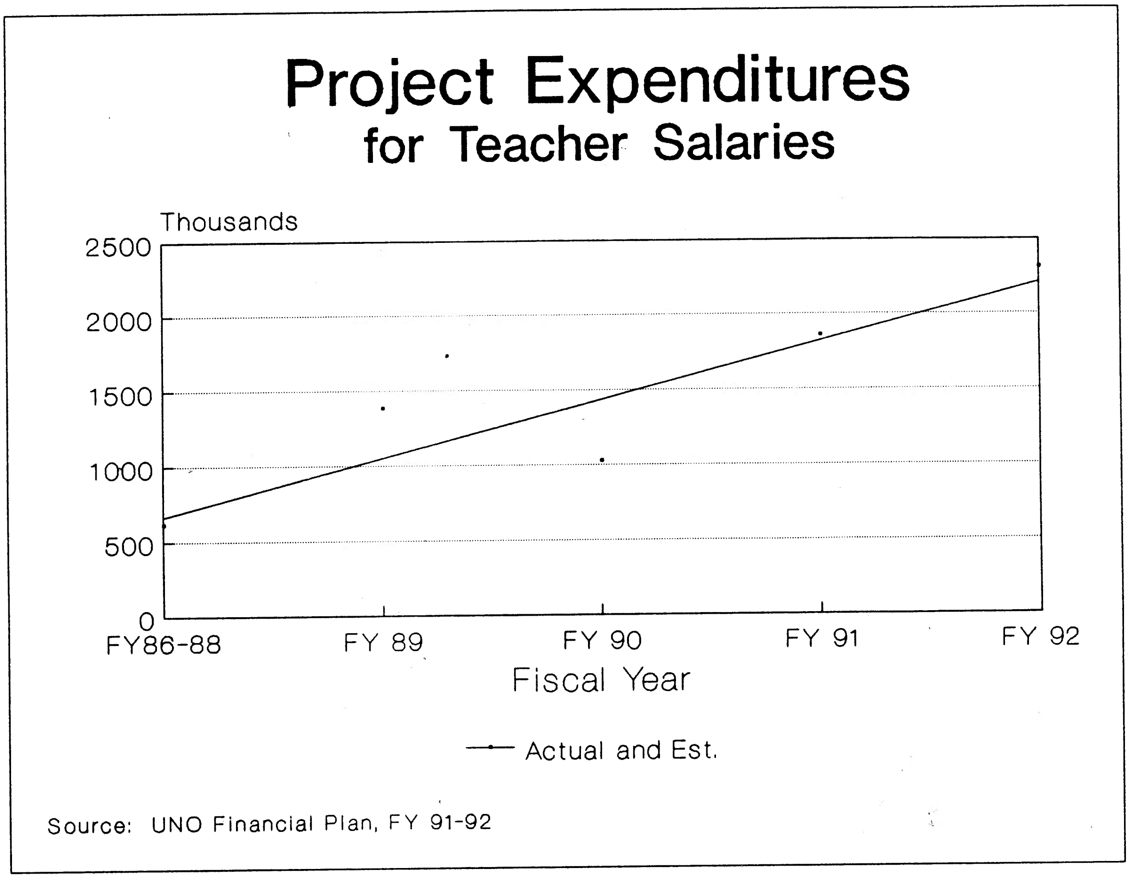
<u>ECA Supported Schools-Total</u>	1471

The monitoring system has identified a number of inconsistencies in school reporting. During the first three years of the project approximately half of the initial schools (719) were dropped from the program because of failure to meet monitoring standards. During that period the ECA and UNO developed improved screening measures and the failure rate of schools has dropped precipitously. As word has spread about the penalty for false reporting (being dropped from the program), the number of inconsistencies has diminished.

In 1989 monitors discovered discrepancies in reporting data in 10% of the schools that they visited; a total of 53 were dropped from the program in that year. Some of the infractions resulted in permanent suspension from the program. Other less serious problems such as discrepancies in the number of teachers working at a particular school, resulted in payments being placed on hold pending further validation.

Although the payments to individual teachers (12,000 Afghanis per month) for salaries is far below estimated subsistence-level earnings (estimated at 40,000 Afghanis/month or about $70) and thus are perhaps more appropriately labeled salary **supplements**, remunerations to teachers are by far the largest line item in the project budget. Past and projected obligations for teacher salaries are shown in Figure 3. This increase is due not only to additional numbers of salaried schools but also to increased numbers of teachers as grades are added to already salaried schools.

Figure 3
Summary of Project Expenditures for Teacher Salaries

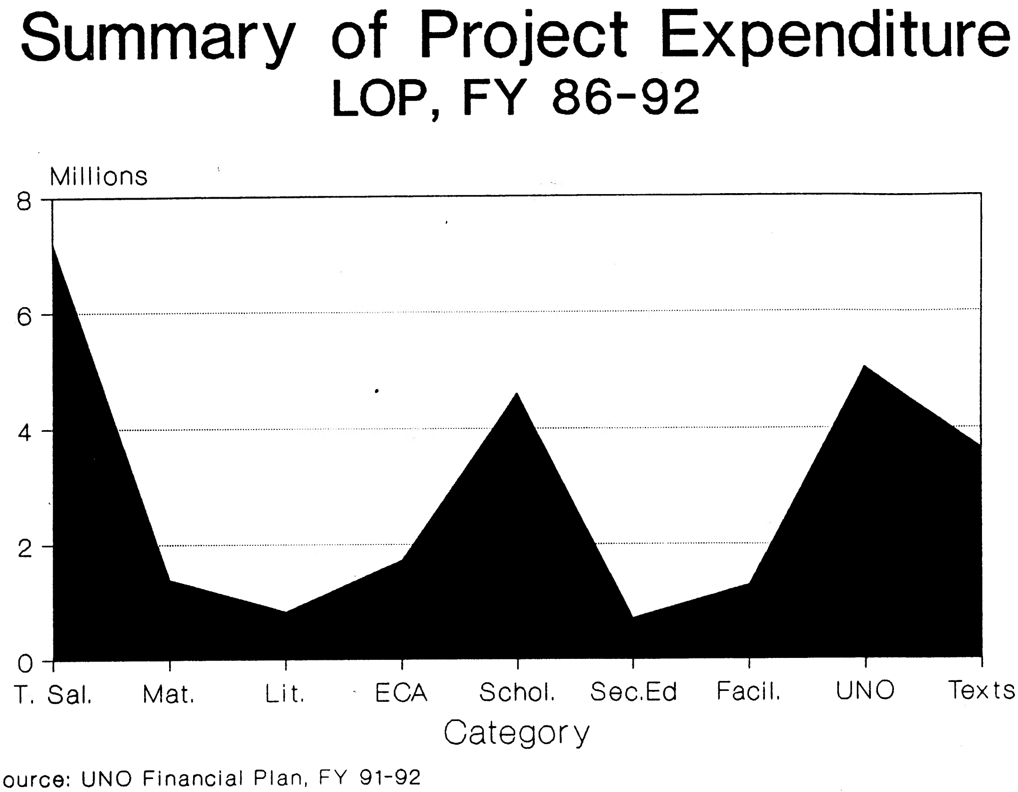


This steady and sizeable increase in number of teachers receiving salaries has been manageable within budget projections only because the steady devaluation of the Afghani has increased the relative value of the dollar. Thus, twice as many teachers are being paid in FY 90 as were paid in FY 87, but at half their former salaries as measured in constant dollar value. The UNO team anticipates adding 406 schools (B+E in Figure 2) to the payroll by the end of 1990, and to increase the total to 1,350 by the end of FY 91, and to 1,500 by December 1992 (PACD).

Overall, teacher salaries have constituted the single most costly line item expenditure during the course of the project. The magnitude of salary costs relative to other project elements are illustrated in Figure 4.

Figure 4

Summary of Teacher Salary Expenses to Total Project Expenditures



The projected growth raises several questions:

1) Can project staff, already over-taxed by multiple management responsibilities, handle the additional burden that payroll and monitoring activities for this growth will bring?

2) Beyond the existence of schools, grade promotion, observed use of textbooks, and reported receipt of salaries is that learning taking place at acceptable rates and quality in the ECA schools?

3) Are payments of salaries necessary to ensure the viability of the schools and/or the instruction of primary-age children?

4) Are unrealistic expectations being created by escalating the number of teachers served in light of the rapidly approaching PACD? (see Figure 3) Is this escalation creating an unrealistic, insupportable mortgage on AID education assistance to Afghanistan, should it be continued beyond the current PACD?

The evaluation team recommends that a very careful analysis be done of the potential consequences, or lack thereof, of withdrawal of financial subsidies to teacher salaries. By supporting the recurrent budget of the education sector, UNO and A.I.D. as the primary benefactor may be pulled into a whirlpool of financial expectations from which there is no easy escape. The support provided by the ESSP should complement not replace Afghan efforts. As the need for assistance shifts from relief to reconstruction, A.I.D. should give seriously question what the opportunity costs are of maintaining such high levels of support for teachers salaries.

During discussions with other donors, PVO's and individuals with varying degrees of familiarity with the project, some doubt was expressed about the accuracy of accomplishments claimed by project staff. The evaluation team has no way of verifying these sentiments nor of conclusively dismissing them. No doubt some inter-Agency jealousy exists over the size and success of the project. In the absence of a fully independent monitoring mechanism, the evaluation team lacks an independent source of information with which to confirm with confidence or to refute with certainty the UNO/ECA monitoring reports.

The UNO management team is sensitive about the monitoring/validation issue. It is the opinion of the team that this posture unnecessarily reinforces suspicion about what appears to be a reasonable validation process given the circumstances. It is doubtful that a fool-proof monitoring system can be instituted even were travel within Afghanistan to be permitted for project and AID personnel.

The evaluation team recommends that site visits to schools be authorized by AID on an area by area basis as soon as evidence of minimal security risk exists. Other donor groups and PVOs are currently conducting validations checks and performing services in certain resistance held territories near the Pakistan border. The same opportunity should be made available to AID and UNO staff as soon as possible.

The evaluation team did not meet with ESSP monitors. Thus we cannot evaluate the competence or performance of monitors except through second-hand information. The team received unconfirmed reports from several sources that in some instances loyalty to the UNO team may have biased the reports filed about the existence and quality of schools. Several other reports posit that school-level data for numerous remote areas may have been collected at district offices rather than at the schools themselves. These reports, even if true, do not indicate that resources are not being used for the purposes intended. Thus, the team could find no concrete evidence to substantiate doubts about project performance.

Since the inception of the monitoring process, 719 schools have been found in fault by the verification process, most of these in the early phases of the project as noted earlier: in 1987, 540 schools; in 1988,126 schools; in 1989, 53 schools. Based on the team's experiences in other countries characterized by similar financial and logistical difficulties in the provision of education services, the ESSP monitoring process appears to be effective in keeping abuses to a minimum, especially given the size and scope of the support provided.

An independent AID/REP trial monitoring trip to three districts in Afghanistan confirmed previous ECA/UNO monitoring reports for 37 of 39 active schools. Some had changed locations within a district or shura area but could be traced and were in session, with a head county showing 77% of schools having attendance above 50% of those registered in the roll book.

The team recommends that AID/REP continue or expand direct contracts with its own independent monitors if greater confidence is desired in what appears to be, given the circumstances, an acceptable monitoring system.

D. Textbooks

Educational studies in developing countries worldwide have consistently reported high rates of return for funds spent on instructional classroom materials, particularly where they initially are in very limited supply. Academic returns to such investments have consistently exceeded those made for other education system inputs such as buildings, administrative staff, teacher training, and inspectorates. An effective education at the primary level is imperative for children to participate fully in all other post-primary educational opportunities and to perform effectively in the labor force. For this reason, the textbook elements of the ESSP are of particular importance for promoting classroom learning.

A timely supply of acceptable textbooks was an important requirement at the start of the ESSP, but no appropriate ones were available in 1986. The time and effort that would have been required to prepare a new series of textbooks under ordinary circumstances, given the timing constraints and the cultural sensitivity of the content specifications for any new books, mandated an adaptation of existing textbooks based on extensive editing and revisions. The revisions were ECA- and ECSPA-controlled and consisted of updating topics such as current political conditions within Afghanistan, the enhancement of cultural themes, and information relevant to the Jihad. This revision process avoided any association of U.S. advisers with

the educational content of the textbooks.

A full set of 62 primary school textbooks for Grades 1-6 has been prepared in both Dari and Pushtu. The series has the endorsement of the ECSPA, the ECA, and the AIG and, in addition, has recently been approved by the GoP Commissioner of Education for Afghan Refugees to be used for all of the UNHCR supported commissionerate schools. The books have been disseminated widely- 2,094,201 having been distributed during Fiscal Year 1990. These included 464,482 to ECA schools in Afghanistan, 979,587 to non-ECA schools in Afghanistan, and 650,132 to refugee schools in Pakistan.

The Pak German Basic Education Project staff has prepared annotated teaching guides in Pushtu for their own Grades 1 and 2 textbooks in Pushtu and mathematics, and they will prepare similar guides for the Grade 3-6 ECA textbooks. In meetings with the Pak German staff, their director expressed an interest in collaborating with the ESSP on the preparation of teacher guides for teacher training. This will provide an opportunity to enhance the effectiveness of the ECA books by providing supporting materials for teachers. In other developing countries, where the level of teacher preparation has been relatively low, the use of instructional support material such as teacher guides has been found to be very effective in promoting classroom learning.

The quality of the project textbooks is not as high as might be desired had they been produced under more favorable conditions. In addition, they are not based on a standardized curriculum. Given the need for a rapid project start-up, however, they are reasonable and very likely the best that could be produced under the circumstances. Authorship and production credits for the books have not been given to either the original authors or institutional developers. Suppression of U.S. authorship identity was done to promote maximum acceptability within Afghanistan.

The textbooks are printed by the IRC under ECA auspices and at a very modest average cost of between Rs5/ and Rs10/ each. (The Grades 1-3 books average Rs5/ each and the Grades 4-6 books average Rs10/ [Rs 22 = US $1.00]). They are identified on their covers as official publications of the AIG and as a official primary school texts for Afghanistan.

There are no plans for major revisions of the primary school textbooks, as their acceptability is reported to be quite high. Minor improvements are being made with some of the reprintings, based on feedback from their use in the field. The books now contain some Jihad and civil law material that is required for their political acceptability.

One issue concerns lack of coordination with other donor textbook activities. The only such activities of consequence are those of UNO and the Swedish Committee for Afghanistan, and it is reported that these two efforts have not been and are not coordinated despite their common goal. UNO contends that the Swedish Committee does not submit their texts for external review to organizations such as ECA and AIG. Separate sets of textbooks have been prepared by each of these groups; an inefficient use of scarce development funds.

In peace-time circumstances, competition among textbook writers and publishers is a healthy condition. In a situation of economic impoverishment, war, and dearth of instructional materials, competition among donors diffuses the production of instructional materials without necessarily strengthening them as might be the result of a peace-time open market competition. UNO is working with UNHCR and UNICEF on curriculum efforts. The evaluation team urges UNO to continue collaboration with these donors and to initiate discussions with the Swedish Committee. The latter has indicated a willingness and desire to cooperate.

Future coordination is not likely as the educational sub-committee of ACBAR is reported to have "fallen apart" because of the high degree of rivalry among UNO, the Swedish Committee, and the Pak German Basic Education Project. The evaluation team believes that the ESSP could have an important role in encouraging coordination among other groups working in the area of instructional materials development. With such coordination there could be a more effective utilization of limited supplies of development funds. There would also be less confusion among educators about the acceptability of materials if there were commonly approved and supported sets of instructional materials.

The following recommendations are made by the evaluation team with respect to textbooks. They are (1) the development and production of teacher guides; (2) the quality of the primary school textbooks; and, (3) improved coordination with PVOs and other donors working in education. The evaluation team recognizes the difficulties in working cross-organizationally on topics as potentially controversial as curriculum. The opportunity costs of not collaborating however, in the end, only penalize the very people meant to be served- Afghan children.

Consider the adoption or development of teacher guides to improve primary school classroom instruction by using them in the in-service teacher training program. As noted elsewhere, carefully developed teacher guides can be used to improve classroom learning and can be particularly effective where teachers have received little formal training. Given that this is the situation in Afghanistan, and will probably be so for some years to come, this is an especially valuable opportunity to improve the instructional system.

Teacher guides that are scheduled for development by the Pak German Basic Education Project, based on the ESSP primary school textbooks, may be particularly useful for this, depending on when they will become available. Discussions with their staff have indicated a willingness to collaborate with the ESSP.

Plan to improve the quality of the primary school textbooks. The ESSP staff reports that some changes and corrections are made in the primary school textbooks when they are reprinted. It might be useful to obtain organized and formal feedback from classroom uses of these books, and on the basis of this make more systematic revisions of them. This might be done in conjunction with the in-service teacher training program, if such training will involve any practice teaching.

Encourage more cooperation among PVOs and donors working in primary education. The evaluation team notes that there is room for improvement in the cooperation among the ESSP staff, other donors, and PVOs working for Afghanistan education in the Peshawar area. Improvement in such cooperation could result in sharing of expertise as well as saving of funds where two or more organizations are working in related areas.

E. Textbook Distribution

The ECA primary school textbooks have been widely distributed to schools in Afghanistan and in the refugee schools of the commissionerate in Pakistan. From 1986 to September of 1990 the project has supplied 1,264,482 Grade 1-6 textbooks to 166,000 students enrolled in the 1,471 ECA schools in Afghanistan. In addition, 2,289,719 textbooks have been supplied to non-ECA schools and to refugee schools.

During the last quarter of Fiscal Year 1990, 693,644 textbooks were distributed. These included 120,567 for ECA schools and 573,077 for non-ECA schools within Afghanistan. Of the 573,077 textbooks for these non-ECA schools, 204,034 were distributed to schools in Afghanistan and 369,043 to schools in the refugee camps. Although there is ample documentation on the numbers of books distributed, no quantitative survey evidence has been reported regarding classroom usage of the textbooks either in Afghanistan or in the refugee camps. Monitoring reports mention the use of books in schools, but these reports only document use during the time of the monitor's visit. Simple achievement tests tied to the textbook curriculum would provide an easy-to-determine measure of book use.

Many major cities within Afghanistan remain in PDPA (regime) hands. Because of continuing hostilities it is difficult to

I. **Project Overview**

The background and objectives of the Education Sector Support Project (ESSP) (Contract No. 306-0202-C-00-6012-00) and the Manpower Training Program (MTP) (Cooperative Agreement No. 306-0202-A-00-9520-00) are related and both implemented by the University of Nebraska at Omaha. The ESSP began in September of 1986 and was established to "(1) assist the Afghan political parties in the development of a management unit in order to meet the immediate and long-range educational needs of Afghans, (2) assist in the development of administrative, technological and professional skills critical to the reconstruction of Afghanistan, (3) provide primary education for school-aged children and assist in the development of middle and secondary education, (4) provide literacy programs for Afghan Freedom Fighters, and (5) help ensure teacher training programs for high school graduates who were not trained as teachers" (page C-1 of contract).

Following an assessment of ESSP in November 1988, the MTP was added to the UNO activities to include vocational skills training. The MTP was to "...focus on skills most directly related to planning and administering resettlement/rehabilitation efforts...(page 1 of grant agreement)."

Ample funding was provided to accomplish the objectives of the ESSP and the MTP. The ESSP activities will span a six-year period from September 15, 1986 to December 31, 1992, with a total funding of $29,620,000. The MTP extends from April 1, 1989, to March 31, 1992, with current funding of $1,580,000, for a total of $31.2 million dollars for the two programs.

The following objectives of the ESSP are given in more detail on pages C-4 through C-6 of the contract as amended in March 1989:

1. Maintenance, improvement, support, and monitoring of approximately 1,000 Afghan primary schools.

2. Support and training of 216 Afghan District Directors of Education.

3. Continued support of the Educational Center for Afghanistan (ECA), including assistance with textbook development and teacher training.

4. Implementation of secondary education pilot activity, including textbook development.

5. Development of an adult functional-literacy program

gather an accurate picture of the status of education in these cities. Formal contact between the two systems is virtually non-existent although some senior,former colleagues exist on both sides of the factional lines.

The recent sanction of the ECA textbooks for use in the UNHCR supported comissionerate schools has increased their demand in non-ECA schools within Afghanistan and in the refugee schools. This approval completes the incorporation of the texts into all major Afghan schools involved in providing educational services in resistance areas: the ECA, non-ECA, party, NGO, shura, and rural schools in Afghanistan as well as by the AIG, camp, and commissionerate refugee schools in Pakistan.

The non-ECA distributions have exceed their projections during Fiscal Year 1990 and the demand for the books is expected to continue to expand. Partly in order to accommodate this increased demand, the distribution system for the textbooks was improved in Fiscal Year 1990. The transportation for their distribution to ECA schools is now handled by ACLU trucks which go from Peshawar, Pakistan through resistance held areas to provincial distribution centers in Afghanistan. Transportation from these centers to the ECA schools is provided by school representatives and local resistance commanders without cost to the project, thus reducing overall transportation costs as well as increasing the reliability of their delivery. (No distribution is provided for non-ECA or refugee schools).

The textbook distribution system is working well, and the evaluation team has no recommendations to make regarding improvement.

F. Female Education

It is difficult to assess directly the impact of the ESSP primary education activities on females because student gender was not initially recorded in the ESSP data base. The shortcoming has recently been remedied. The percentage of girls attending each school was recorded for the first time in FY 89. Although this information has been available through the UNO monitoring office, only in October 1990 was this information was added to the revised data base. For future reports, the earlier qualitative assessments will be replaced with more precise school information. Indirect measures presently available, however, clearly establish an extremely low participation rate for girls. For Fiscal Year 1990, for example, only 45 (3%) of the 1,471 ECA approved schools were girls schools, although numerous schools are coeducational with girls representing a minority of the students (usually less than 20%).

This serious gender disparity is depriving an important one-half of the population of school-age children of basic education and the opportunity to develop important skills in literacy, numeracy, and related areas. Many studies in developing countries have demonstrated the wide range of benefits that a society derives from female education in primary schools, including improvements in income, health, agricultural productivity, and the ability to successfully make free choices concerning family size.

The Afghan cultural reluctance to educate girls is a major constraint to the promotion of female education. Boys in this society have historically been favored with educational opportunities and this cultural pattern is not likely to shift significantly in the near future. The few girls in primary school are usually in the lower primary grades only, as they are soon taken from school to help their mothers at home. Although the lower primary grades can be coeducational, they are segregated in the upper grades and the girls who reach these grades are required to have a female teacher.

The evaluation team is cognizant of the sensitivities associated with the advocacy of more education for females, especially when that advocacy is partially sponsored by foreign agencies. If the evidence concerning the economic, health, and nutritional benefits concerning the education of girls were not so clear and well documented[4], and if examples of girls acceptably obtaining elementary education in fundamentalist societies were not so abundant, a more patient posture might abe acceptable. However, it is becoming clearer that education systems are as much supply driven as they are demand driven. That is, if girls have the **opportunity** to attend school- one that offers quality instruction, parents will permit their children to enroll.

Where there is a traditional reluctance to send a sub-population to school, demand for educational services is slow to develop. The evaluation team recommends a more pro-active policy regarding female education in the ESSP project- a policy that encourages and facilitates the provision of facilities, instructors, and materials for primary-age girls. We advocate project personnel to work discretely with education officials and community leaders to increase girls access to the opportunities created by the project.

The current severe shortage of Afghan female teachers is a further constraint on girls education, as most teachers in the

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[4] See for example the Education For All Background Document (1990) and Improving Primary Education in Developing Countries by Marlaine Lockheed and Adrian Verspoor. Johns Hopkins Univ. Press. 1990.

ECA schools are male. Plans to train Afghan female teacher trainers, are discussed below in Section VII. This initiative may eventually increase the supply of trained female primary teachers. Afghan cultural attitudes toward female participation, however, make it unlikely there will be a significant improvement in the access of girls to primary education in Afghanistan in the near future.

Although the evaluation team does not have accurate statistics on the numbers of female teachers or female students (such statistics do not currently exist for male teachers and students either), all reports from informed sources indicated that female instructors are in critically short supply. The best indication of this shortage is told by the fact that the adult female literacy rate for women is only 8% according to the World Bank- one of the five lowest in the world.

Until national surveys of educational institutions are feasible, one must take reports of gross gender under-representation and historical statistics as reliable, if not always accurate indicators of the problem.

The following recommendations are made by the evaluation team with respect to female education. They are related to improving girls education by increasing the number of girls schools and improving the training of female teachers.

1. **Consider giving priority to girls schools for receiving project support.** The number of girls schools could be increased by establishing priorities that would favor them with respect to receiving textbooks, instructional supplies, teacher salary supplements and related items.

2. **Investigate ways to increase the number of female teachers.** This could be done in a number of ways, including salaries for females to study education, incentive programs to encourage educated females to teach, and special programs for training female teachers.

G. Instructional Materials Development Center

The IMDC is a very successful component of the ESSP. From project inception through September of 1990, the IMDC has produced a large amount of materials to support classroom instruction in primary schools. This has included 34,480 educational charts and map silkscreens, and 11,350 instructional boards with movable numbers and letters. For shipping of these materials, the IMDC has prepared 6,700 cloth bags for instructional kits, 3,700 for teacher and student supplies, and 7,000 bags for books.

During this same period the unit also prepared school kits containing mine awareness and narcotics awareness displays, and three scientific charts for Grades 7-9. All silkscreens are prepared in colors on white cotton cloth. The cloth can easily be folded for shipping and storage, and can be cleaned by washing. The unit has recently begun to produce printed and audio-visual materials to record and document project activities.

The silkscreen materials are well designed and cheaply produced. Because they are extremely portable and lightweight (each visual aid can be carried in a jacket pocket) they can be shared among teachers and used in "shelter-less" school settings.

The project also designed very practical "literacy boards" made from a thin sheet of masonite or particle board with then velcro strips attached. Individual letters and numbers also have small pieces of velcro stapled to them and when used in conjunction with the board, form an extremely effective, portable version of a blackboard. This device also works extremely well in situations where instruction takes place in courtyards or open areas.

Both the silkscreens and literacy boards are examples of practical, cost-effective technology wedded to sound pedagogy. Both the concept and the production process used to generate these instructional tools could and should be emulated in other developing nation educational settings.

The IMDC is a well-managed and busy unit of the ESSP, located near to the UNO offices. There are 102 employees, including two administrators and ninety-two production staff. Two visits to the unit by the evaluation team indicated a smooth running and efficient operation. The IMDC produces a large number and wide variety of materials to support primary school instruction, teacher training, and literacy training consistent with the major objectives of the ESSP. In addition, two major efforts have been added. Through these, the IMDC provides mine awareness instructional aids to support activities of the Operation Salam Mine Awareness Program (MAP) and the Operation Salam De-mining Headquarters, and instructional materials to support narcotics awareness activities of the United Nations Fund for Drug Abuse Control (UNFDAC).

During the last quarter of Fiscal Year 1990 the IMDC produced 12,000 units of instructional support materials in color, 4,000 word and sentence boards, 2,000 bags for instructional materials, 1,200 bags for instructional supplies for students and teachers, and 3,000 bags for shipping books. In addition, 2,000 silkscreen maps of Afghanistan were prepared in color, as well as several scientific charts. Several teacher training instructional displays are under development.

The evaluation team believes that more clarification could be given to the basis for selection of the particular instructional support materials and their relationship to specific instructional objectives.

Since the beginning of these activities 302,500 mine awareness kits have been produced for Operation Salam, including 874,000 mine awareness displays, 197,000 mine awareness handkerchiefs, and 14,000 red flags to be used for marking identified mine sites. The materials produced for narcotics awareness included 5,535 drug awareness color prints. During the last quarter of Fiscal Year 1990, the IMDC produced 94,500 mine awareness instructional kits for Operation Salam, including 283,000 mine awareness prints and 16,000 mine awareness handkerchiefs. To support narcotics awareness, the IMDC produced 4,500 drug awareness prints for the UNFDAC.

Production of materials for the MAP and the UNFDAC has provided the IMDC with an opportunity to expand its capacity while providing valuable support to these two important programs. The IMDC is currently reducing activities for these two programs, and expanding design and production activities in support of the major educational mission of the ESSP. There have been difficulties with the contractual arrangements and payments for the mine awareness and narcotics awareness materials. It is likely that these two activities will be phased out over the future months. For the first quarter of Fiscal Year 1991, there are plans to expand the development of instructional silkscreens and teacher training materials, as well as to continue meeting the on-going demand for instructional school kits.

The following recommendations are made with regard to the Instructional Materials Development Center. They focus on the improvement of the instructional effectiveness of the materials and their integration in the plans to develop a teacher training program.

1. **Plan to improve the instructional effectiveness of the materials.** In order for this to be done, the textbooks themselves will have to be reviewed and perhaps revised to ensure that they support an integrated and sequenced set of instructional objectives. Once this is done, it will be possible to develop a revised set of instructional visual supports to enhance more effectively the effectiveness of the textbooks as they are used in the classroom.

2. **Develop instructional materials to support the teacher training program.** As the teacher training program is planned, it can be made more effective if a set of instructional materials is prepared to support it. These materials will be most effective if they are prepared along with the materials they are to support, and are fully integrated into the instructional program.

III. Secondary Education

Anticipating a demand for secondary education, once the expansion of primary education becomes established and begins to produce graduates ready for further education, the ESSP scope of work was expanded in March of 1989 (Amendment No. 6). Under the amended contract the ESSP is obligated to implement "...a pilot activity in secondary education, including revision, development and distribution of 400,000 Middle School (grades 7-9) textbooks and 36,000 High School (grades 10-12) textbooks, as well as teacher training."

On the basis of this amendment, the ESSP has begun to prepare a set of 168 textbooks for secondary education as a first step in this direction. These books will include 84 in Dari and 84 in Pushtu. Strong support for expansion into secondary education was voiced by the ECA Department Directors at a recent meeting with the evaluation team. During this meeting support was expressed for a program to upgrade 760 primary schools, 700 of them to middle-schools (Grades 7-9) and 60 to high-schools (Grades 7-12).

Based on experiences in other countries, the evaluation team feels that current allocations of resources within the ESSP will not permit the development, classroom trials, and revisions necessary to produce a series of pedagogically sound secondary level textbooks during the remaining two years of the contract. As reported above for primary schools, existing textbooks will be used wherever possible, with minimum adaptation, to meet anticipated demands without long delays. The ESSP team reports, for example, that the secondary books for science will be based on those already developed by the IRC. For those subjects and grades where existing textbooks cannot be identified, qualified authors will be commissioned to write and edit the required textbooks.

The ESSP staff reports that the development costs for new secondary level textbooks are low, as they are commissioned to local writers at very little expense. The point made by the evaluation team, however, is that the costs would be high for pedagogically acceptable textbooks. To begin with, experienced writers with the professional background and authorship experience are very likely not available anywhere at extremely low costs. Further, the review, classroom trials, and revisions are additional costly and time consuming items in textbook development. Textbooks can be written cheaply, but the development of good texts that are based on a well-structured curriculum is a major, expensive undertaking.

The first stage of ESSP activities in support of secondary education has been the preparation of textbooks in several subjects for Grades 7-9, written in Dari and Pushtu. From Spring 1989 through Fiscal Year 1990, 75 of the 84 textbooks required for these three grades have been completed. Four of the remaining nine are currently being developed. During this same period 395,000 textbooks were printed for Grades 7-9. These included books for Grades 7 (265,000), 8 (105,000), and 9 (25,000). Of those that were printed, 36,209 Grade 7-9 textbooks were distributed to schools in Afghanistan and 46,476 to refugee camp schools in Pakistan.

Twenty-three books were sent to the IRC for printing during the last quarter of Fiscal Year 1990. These included two for Grade 7, eight for Grade 8, and thirteen for Grade 9. During this same period 30,745 Grade 7-9 textbooks were distributed to schools inside Afghanistan, and 33,266 to refugee camp schools in Pakistan.

For Grades 10-12, 84 textbooks will also be required, and five of these are currently being developed. Five books proposed for Grade 10 (mathematics, geometry, geology, physics, and chemistry) are currently being reviewed by ECA.

Plans for the first quarter of Fiscal Year 1991 include completion of the remaining textbooks required for Grades 7-9, and distribution of Grade 7 books in Afghanistan. Development of the textbooks for Grades 10-12 will continue.

The issues for secondary education activities are related to the quality of the textbooks and the advisability of expanding activities to the secondary level at this time. With respect to the first issue, effective textbooks cannot be commissioned, tried out, revised, printed, and distributed within the two years remaining in the contract without massive allocations of additional funds. If suitable existing textbooks can be identified, which can be reprinted with relatively few changes, then this may not pose such a problem. Under conditions where the total development cycle must be completed within a short period, however, it is unlikely that the resulting textbooks will be of acceptable quality.

When the ESSP began in 1986 there was an urgent need to have textbooks available in a short period of time. In that case, there was a clear justification for rushing books through adaptation and development. The demand for secondary textbooks is not so urgent, however, and is probably several years away. In this case, therefore, there is no clear justification for the distribution to classrooms of books that have been hurriedly written or adapted and not field tested. UNO plans to use short-term specialists, especially in the areas of social studies and science, to work with the ECA to develop these texts. In the

opinion of the evaluation team, a task of this magnitude, especially given the desirability of field testing followed by revisions, cannot be accomplished by short-term specialists in a brief time.

The second issue concerning the feasibility of beginning secondary education activities at this time. This concern is based on the following. Given the at best formative stage of development at the primary level, and the paucity of direct measures of student achievement in the classroom, the evaluation team believes that the current and near future efforts of the UNO team and the ECA might better be directed toward expansion and quality improvement for the primary system to the point of demonstrated and acceptable outcomes. Further, given the uncertain roles of the AIG and the ECA in reconstruction, UNO staff time and contract funds would be more effectively spent on the improving the quality of primary education rather than expanding the ECA role to the secondary level, despite the acknowledged need for secondary education.

The following recommendation is made by the evaluation team regarding secondary education. It is related to textbook development.

1. **Consider improving the quality of the secondary level textbooks currently being developed.** The evaluation team believes that the quality of the secondary level textbooks so far produced, and those now in production, may not be of suitable quality.

Although time and language barriers did not permit the team to assess these materials, the fact that they were produced in a short time by single writers, and were apparently reviewed and field-tested, it is the team's opinion that they may not be of as high a quality as might be desired. The UNO team, in discussions of this matter, stated that very limited funds were being expended on these textbooks, as they were commissioned for writing and revisions by local writers. The cost, however, is not the issue. Their quality and instructional effectiveness is the issue. Given that the pressure for secondary school enrollments will not be severe for some time, and given the current underdeveloped state of the primary system, there does not appear to be any justification for producing low quality textbooks on the basis of expediency.

The team believes that the books currently being produced should be revised by a curriculum and textbook team to answer questions such as the following: Are the textbooks based on a suitably sequenced and integrated set of instructional objectives? Do they follow these objectives? Do the writing and layout incorporate current technology in the field of textbook design? Have the textbooks been tried out in classrooms, with a well

planned study to determine strengths and weaknesses, and revised on the basis of these trials? The team believes that no further writing and production should be done until these questions are answered and quality assured for the secondary level textbooks.

IV. Institutional Development

A. Capacity Building in ECA and AIG

UNO and AID staff recognized from the outset of the project, that in order to be successful, the ESSP would have to be designed around the principle of AID/UNO providing assistance to Afghans helping Afghans. In 1986 UNO began collaboration with the Education Coordination Council of the Seven Party Alliance (ECCSPA). This body was the closest functioning approximation to a ministry of education in exile as existed at that time. Many of its members held positions in the ministry prior to the Soviet invasion. All but one of the parties (Hezb Islami [Khalis]) was/is represented on the Council. The UNO role was that of a coordinating body for the Council; UNO facilitated the work of the Council but ensured that AID's project objectives were being met. The motive for collaborating with the Council is to work within a party-approved administrative structure and to create and strengthen a bureaucracy that could translate resources into action with minimal delay. The operational unit of the ECCSPA, the Education Center for Afghanistan (ECA), is composed of seven executive directors, one for each of the following sub-sectors:

- Curriculum development
- Finance
- Academic & Supervision
- Administration
- Planning & Foreign relations
- Teacher training
- Literacy

In February, 1989 the Afghan Interim Government (AIG) was formed by the Rawalpindi Council. The AIG appointed a Minister of Education to coordinate educational activities inside and outside Afghanistan. The ECA was a sub-unit that became a part of the AIG shortly after the latter's creation.

Institutional development of the education bureaucracy is severely hampered by the disjuncture between the objectives and priorities of the AIG/minister and those of the ECA/project. The minister has emphasized the need to rebuild higher education, and agricultural and technical training schools as highest priority under reconstruction. The ESSP places chief emphasis on primary education, basic literacy, and numeracy. Many informed observers question whether AIG has established itself as a consensus-based entity that will survive the peacetime transition to reconstruction. Thus, although AID wishes to support a government-recognized set of educational leaders, it is not clear what that body is.

The ECA is reported to be the most technically competent set of educators in leadership positions. ECA activities are designed

for civilians, replacing an earlier literacy program for mujahideen.

6. Establishment and implementation of a system for training primary school teachers, District Directors of Education, and literacy trainers.

7. Establishment and implement of an English language program to prepare AID scholarship students for study in the U.S.

8. Continue the Afghan Scholarship Program (ASP) for students currently enrolled, and initiate a new scholarship program partly funded by AID (Weber scholarships).

9. Production of instructional materials for U.S. and U.N. programs in mine awareness and narcotics awareness.

The objectives of the MTP, given on page 1 of the Cooperative Agreement, are to develop a training program that will be transportable into Afghanistan when permitted by security conditions. The skills are to be offered to eligible Afghans in basic clerical-administrative and vocational areas and other areas based on a needs confirmation survey.

The key positions on the UNO field team, with their person/months of service, are as follows from page 3 of the contract: Team leader (72), Deputy Team Leader/Program Specialist (72), Program Specialist (52), Director of Support Services/Financial Manager (67), and Training Specialist (33). The work of this field team is supported by a Home Office Project Director (40% time), a Home Office Project Coordinator (100% time), an Assistant Project Coordinator (50% time), and secretarial support, plus other staff to support various activities.

and carried out with the approval of the minister, but the ECA enjoys considerable autonomy. Other donors seek ECA clearance for distribution of textbooks and in the preparation of teacher guides. The relationship is less one of collaboration than one of approval.

The UNO project leadership believes that the ECA will survive the transition to peace intact and will assume the mantle of governance in a newly re-constituted MOE in Kabul. UNO staff also expressed confidence that the abilities and technical skills of the individual ECA members are sufficient to guide and oversee the immense, complicated task of rebuilding the Afghan education system. We do not doubt that ECA members are among the best of exiled education officials. However, we are less sanguine about their individual or collective readiness to plan, implement and supervise the rebuilding effort.

The ECA has been involved in the design and implementation of project activities. Their commitment to improving the educational opportunities of Afghans is manifest in their willingness to proctor all-day examinations on Friday, to serve on participant trainee evaluation committees and to perform other tasks requiring considerable time and effort. The evaluation team was not able to identify activities by the ECA that are directly linked to long-term perspectives on educational reconstruction in Afghanistan.

Both UNO and ECA expressed confidence in the portability of programs such as MTP, however, no concrete plans have been prepared to facilitate that transfer. Similarly, although analysts anticipate that internally-generated funds for reconstruction will be scarce, including those available for education, the ECA has held discussions about but not developed policy options or strategies that anticipate a rational, efficient period of development following peace. Other institutionalization/development issues that need to be addressed include:

- educational management schemes, both central-to-district and district-to-school;
- educational management information systems for use in planning and system monitoring (build on UNO database);
- teacher training and upgrading programs;
- school mapping, enrollment and cost projections for both short- and long-term development;
- teacher supervision and program monitoring;
- production and dissemination of instructional

materials;

- curriculum revisions and standardization;

- resource allocation and development issues among sub-sectors; and,

- merge with the city-based regime school system;

The evaluation team recommends that the program support for ECA be expanded to include professional development and planning activities. Reconstruction activities will require technical guidance from individuals with training and experience in systems planning, financing, decentralized management, implementation of educational efficiency measures, and supervision and monitoring for maintaining and improving educational quality. To assist in the strengthening existing skills in these areas, the team urges the development of an applications-oriented project element that would include:

1) holding seminars/workshops on reconstruction topics including but not limited to those noted immediately above. The seminars would include presentations and discussions led by experts on the technical topics;

2) development of position/options papers that would identify possible intervention strategies for quickly and efficiently reestablishing a national education program. These documents would, at least, serve as the basis for dialogue and action among key political and education actors

3) short-term training and observational tours to institutions and facilities that might provide examples of effective, innovative planning and management scenarios.

The ECA has played an important facilitating function to date; without the support of the UNO team and the ESSP their leadership and dissemination contributions would not have been possible. Institutionalization of these accomplishments and capabilities will be best accomplished through an explicit program of applied problem solving, planning, and specialized skill training for the expected educational leadership in a peaceful Afghanistan.

B. Contractor Relationship with ECA and AIG

As a creation of the ESSP, the ECA is totally dependent upon the project for resources and an institutional base. The evaluation team found no evidence to indicate that the ECA is unduly influenced by or subservient to the UNO field team leadership.

In fact, a healthy working relationship appears to exist in which ESSP facilitates the distribution and monitoring functions of the ECA.

The ECA is by its own admission engaged primarily in implementation-level activities. The Minister has responsibility for macro-level planning and education restructuring. AID and UNO do work with the AIG directly despite programmatic differences and concern about the future of the AIG such as on teacher training. However, as long as the future of the AIG is uncertain, the EESP will be caught in the crevice between bureaucratic authority and technical capability. In the absence of a politically-based educational entity that has an expected life over the long-term, institutional sustainabilty would appear to be very difficult to achieve. The next best option is to strengthen the capabilities of individuals (ECA) so that they can play leadership roles when a new government is formed in Kabul.

The UNO team reports a very satisfactory relationship with ECA and vice versa. UNO reported that the ECA had difficulties initially in learning the complexities of AID reporting requirements, but the UNO home office reported the same problem!

In short, AID/UNO has made a conscious, deliberate decision to cultivate a relationship with ECA members as its primary entre into the education sector. The evaluation team is not in a position to make political recommendations on how best to proceed with this relationship. At least, however, **it would appear that it would be both politically and administratively wise to be more proactive in involving the Minister in discussions and longer-term planning exercises related to reconstruction.** One way of increasing his involvement is to seek his counsel in the design and implementation of the new program element concerning long-term planning and the creation of policy options noted in section IV.A.

C. Textbook Development

The project activities related to the development of textbooks are well established. A full series of primary textbooks has been produced, and a secondary level series is under development. The primary school textbooks constitute what may well be the most visible and educationally effective project activity, as described above in sections II.D, and II.E. Given the importance of instructional materials in primary education, the evaluation team believes that this project activity may have made the most contribution to learning in Afghan primary schools. In addition, the books are widely used in refugee schools, where they have also made a major contribution at a minimum cost to the ESSP.

There are a few issues related to textbook development, and their inclusion here is in no way meant to diminish to substantial effect these activities have had on education in Afghanistan. These points are rather raised as a means of making an effective program even better. They relate to the quality of the textbooks, and a discussion of ways to improve their effectiveness.

The team believes that the textbook program would benefit by a professional review of the books by an expert in textbook preparation who also is fluent in Dari and Pushtu. The texts have been reviewed for scope and sequence by Dr. Azimi, former Rector of Kabul University. However, in the absence of a formal curriculum against which to measure scope and sequence, it is difficult to imagine how effective this review was despite the reviewer's many competencies. If it is not possible to identify a single individual with this background, perhaps a team of two or more persons might be found to provide these services. This review would be most useful if it would include an analysis of the following questions:

1. Is there an underlying curriculum as the basis for these textbooks, based on a suitably detailed scope and sequence of instructional objectives? Do the teachers have copies of this curriculum?

2. Does the material in the textbooks reflect this underlying curriculum?

3. Is the material in the textbooks presented with a layout most conducive to learning? (E.g., is it presented clearly? Are there questions and answers at the end of sections? Are they suitably illustrated? Are culturally appropriate illustrations included?)

4. Have the materials been revised on the basis of structured classroom trials? If not, is it feasible to do this? (Revisions based on casual teacher reports are not as effective as ones based on structured trials that assess student learning.)

Depending on the outcome of the recommended review, it might be possible to use the remaining two years of the contract for a major revision of the primary school textbooks. Given the suggestions presented above in section III., this may be a better use of funds than the continued development of secondary textbooks.

V. Participant Training

A. Recruitment and Selection Process

In the original design for ESSP, the list of five project objectives made no mention of activities that would be dependent upon long-term training for their realization. (see pg. C-1 of 1988 Contract) However, in the revised contract, one of the three principal objectives (the other two deal with primary education- see Project Overview section of this report) clearly adds a new dimension to the project:

> "...train Afghans through scholarships in university and technical college-level programs most relevant to the initial rehabilitation and reconstruction of Afghanistan."

The transition from a primary education/literacy focused project to an effort in which 20% of its program budget for FY91 (not including UNO salaries and management costs) is spent on overseas training-related activities is dramatic if not also puzzling. More will be said about this below and in section VII. D.

The participant training program can be divided into two distinct phases: non-degree training (ASP), and two year academic programs (Weber). In the first three years of the program (1987-1990), three groups of students studied in the United Stares for a period of one year each. (Group III is scheduled to return in Jan., 1991) Impetus for this early version of the program came from the U.S. Congress which noted that upwards of 15,000 Afghans were reported to be studying in the Soviet Union. Twenty-one students were in each of the first two groups- three from each of six political parties and with the final three positions awarded to the next three top candidates independent of party. With the third group of trainees the pressure to select finalists on the basis of a quota system ceased. With the ASP 3 nomination was still party-based, but final selection was made on more objectively-defined qualifications.

Qualifications of candidates have been very difficult to establish. Candidacy for Weber scholarships is determined by a) refugee status for at least two years, and b) completion of at least two years of undergraduate training at Kabul University or a comparable institution inside or outside of Afghanistan. Since Kabul University is currently in the hands of the Soviet-backed regime, certification of enrollment is impossible to obtain. Thus, verification of former student status is determined by an interview process conducted by ex-faculty members, including the former Rector of Kabul University. Competition for places in the program is intense; fabrication of credentials is not uncommon. Pakistanis complete with transcripts and party identification

cards have attempted to pass as Afghans in order to gain entrance into the program.

The ASP was originally established to provide a small number of Afghans with a modicum of mid-level technical skills through a one-year training program in the United States. Twenty-one students were selected for each of the three ASP groups. The first two groups have completed their studies. Their current occupational status is reported in Annex E and discussed in section VII. C.. The third and last group of ASP students are continuing their studies in the U.S.

The quality of candidates was such that UNO realized that most of the participants could effectively compete in an undergraduate or graduate program in U.S. institutions of tertiary education. AID/REP did not want to fund a training program at standard A.I.D. training rates (approximately $25,000/year for two years). The UNO home office under the leadership of Chancellor Del Weber began an initiative to generate tuition scholarships for qualified Afghans. Upon an appeal from O/AID/REP, noting that this approach leveraged scarce resources and offered cultural diversity to smaller, often state-supported schools, AID/Washington approved funds to extend the ASP to Weber scholars. Thus the **Weber** scholarships were created. (See Annex D for the Weber letter of solicitation to consortium institutions.)

In Peshawar, the Weber scholars are recruited through fliers sent out by the AIG Ministry of Information, by means of an advertisement (see Annex E) that is published in the local Muslim paper and in the English language, **Frontier Post** and by word of mouth within the Afghan community. A similar process is followed in Balochistan. Each ad is run three times, two weeks before registration for the program and participation in an initial screening interview, and the administration of a short English language proficiency test (ELSA).

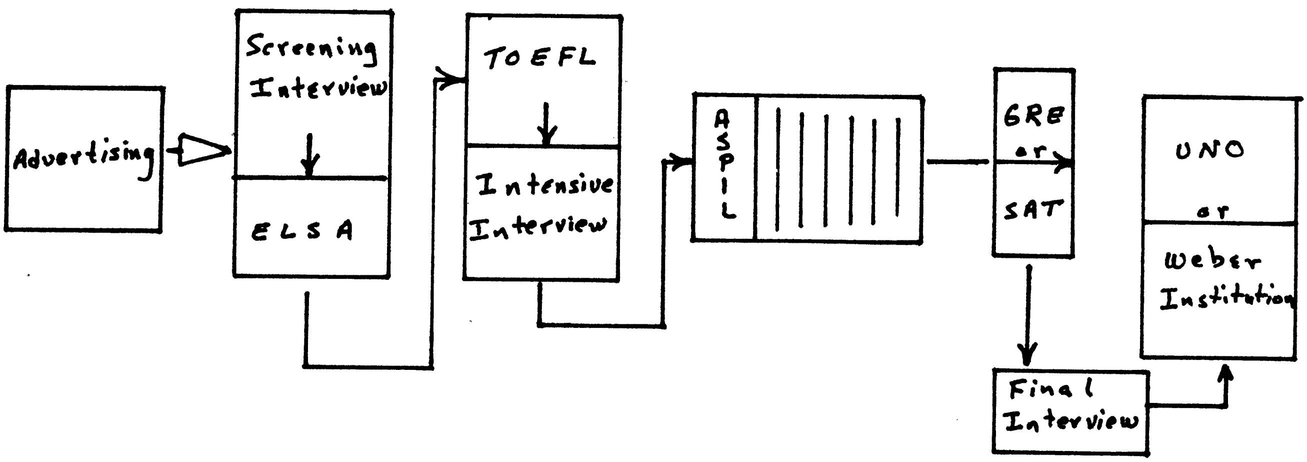
If this hurdle is cleared, a qualifying TOEFL is administered, and then a second intensive interview is conducted by the selection committee and members of the ECA. The committee interview assesses academic eligibility, party membership, and level of technical preparation. Successful candidates then are enrolled in the Afghan Scholarship Program Intensive Language (ASPIL) program until they have achieved a TOEFL score of 525 for undergraduate training and 550 for graduate. Candidates then take either the SAT or GRE depending upon their academic level.

When candidates reach minimal TOEFL levels they are subject to a final interview during which their commitment to returning to Afghanistan is ascertained and their psychological readiness for the cross-cultural experience is explored. Application papers are then forwarded to Omaha for processing and placement. To

date, every candidate whose papers have been sent to University of Nebraska at Omaha has been placed in a U.S. university (one individual withdrew prior to departure).

A flow chart of the selection and recruitment process is presented in Figure 4. Between 330 and 350 applicants apply for each group of scholarships. On average 20 successfully complete the program. Eleven women are currently in language training.

Figure 4
Participant Training Selection Process



As noted, the emphasis in the scholarship program on English language skills stems from difficulties encountered by the first two groups of ASP scholars who received language training in the United States. That experience indicated the importance of having language proficiency **prior** to arrival. The ASPIL program was created to solve this problem (see section V.E. for an appraisal of that program). The selection process appears to be open, objective, and thorough. The selection committee members are not only proficient administrators who are capable of validating student backgrounds but who are also able to judge the technical competencies of applicants.

The evaluation team believes that in light of the substantial investment made in the training of candidates, the final clearance interview might better occur earlier in the training process, preferably before or no later than 1/2 way through the language program. Insofar as possible, all non-technical/proficiency reasons for eliminating a candidate from the program should be identified before the investment in language training is made.

Of the total of 91 ASP (60) and Weber (31) candidates who have gone to the U.S., 2 women have gone overseas. Criteria for admitting women into the program "are more relaxed than those for men".[5] However, in the final selection both men and women must meet the same qualifying standards. Cultural constraints require UNO to run separate language classes for women. Because of space requirements and other logistical difficulties, the female program provides less training than that offered to males. Only five women have applied to and been admitted into the program through the regular screening process.

The political/religious sensitivities among the Afghan refugee population do not permit explicit encouragement in the ads for women to apply to the program. UNO has relied on contacts at IRC and on networks developed through the teacher training program to recruit female scholars. UNO is in the process of recruiting an Afghan-American woman to work on teacher training. It is hoped that her background and knowledge of the local situation will facilitate the recruitment of more females.

The evaluation team is not optimistic that female recruitment into the scholarship program will increase in the near future unless a sensitive, but aggressive program of female recruitment is inaugurated. The evaluation team heard repeatedly from UNO staff that such an effort would jeopardize the ESSP. The evaluation team acknowledges that political, social and religious pressures working against equal opportunities for women are exaggerated by the tensions of camp life. In the words of one of the screening committee members, "The question is what we can do for women rather than what can women do for society."

The importance of providing higher-level training opportunities to women over-rides the risk that may accompany the effort. **A well-planned culturally sensitive initiative to increase the ratio of women in the program is not only necessary, but should be a condition precedent for continuation of the scholarship program.** As a first step in this process, UNO is encouraged to develop a short, written plan of action to increase the number of women participants to a minimum of 3 per cohort.

The evaluation team fully appreciates the cross-cultural difficulties inherent in achieving this goal; it also recognizes the difficulty in finding females with credentials that meet the appropriately rigorous criteria for admission into the program. Female participants currently in the scholarship program have experienced academic and cultural difficulties, but so have some of their male counterparts. UNO is encouraged to maintain

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[5]Conversation with Moqim Rahmanzai and Ayub Assil, Nov. 5, 1990.

flexibility in recruiting female students, but should adhere to uniform standards for men and women in the final appointment of scholars for overseas studies. These standards include language skills, academic potential, and social-psychological readiness. The UNO team is commended for their efforts to recruit women to date, but are encouraged to redouble their effort.

Participant training programs are inherently expensive to run. In light of the tremendous development needs in Afghanistan related to reestablishing a primary education system with at least a modicum of quality, the expenditure of 20% of scarce project funds on overseas training must be questioned. As noted earlier, the need for higher education training is also apparent. Basic education however is the fundamental building block in the transition from subsistence to industrializing economies. A.I.D. has made substantial and important contributions to the establishment of a literate and numerate population. It should capitalize on these investments by concentrating its resources on primary schooling perhaps by shifting participant training funds to lower cost, primary education needs, such as management, planning, curriculum design, etc. World-wide cost comparisons indicate that 800 primary age children can be educated for the cost of one university graduate. **Thus, the participant training element of ESSP should be examined not only in terms of its absolute cost and efficiency, but also in terms of to what other educational uses those resources could be put.**

B. Returnee Placement

Summary data describing the ASP I and II students are provided in Annex F. Of the 42 students (21 in each group), all but 2 returned to Pakistan after their tour of study. It appears that only 1 of the ASP scholars is currently working inside Afghanistan, the remainder employed primarily by PVO's in Peshawar and Quetta, or by the AIG. It is too early to predict where the Weber scholars will be employed or what percentage will return.

Both the ASP and Weber programs emphasize training in **applied** skills; disciplinary areas that are of exceptional importance for the rehabilitation and reconstruction effort. Areas of study include, medicine, engineering, health and agriculture.

Amendment 6 to UNO contract provides "partial funding of up to 20 new scholarships annually."[6] The first group of Weber scholars contained 10 students, Weber II had 11, and Weber III has 10. The home office of UNO hopes to find scholarships for a 2nd year

[6] See pg. C.5 of Amendment 6, March 22, 1989

of study (degree status) for 10 of the ASP III students. With six weeks remaining before these students are scheduled to return to Pakistan, and in light of the difficulty of converting their visas from non-degree to degree status, it is doubtful that they will remain in the U.S. past the end of their current program.

On November 10, 10 Weber III scholars arrived in the United States for study. As of November 21, only four had confirmed places in sponsoring institutions. The uncertainty about where they will study must add unnecessary and unwelcome anxiety to an already difficult cross-cultural transition. UNO staff estimate that up to 18 students have completed all of the language requirements for the Weber program. They must still take GRE's and SAT's and pass a final screening interview. Another 35-40 students are currently enrolled in the ASPIL program. UNO provided several estimates of what percentage of these students will qualify; these estimates ranged from 40% to 80% Thus, including the ASP III students that UNO wishes to convert, a substantial backlog of qualified Weber candidates exists:

ASP III	10
ASPIL grads	15
Likely to finish ASPIL	30
Total	55

UNO plans to place an additional 15 scholars next June, another 5-10 in the fall of 1991 and 20-25 in 1992. Even assuming the most optimistic placement scenario of 50 students, the supply of individuals fully qualified to study overseas exceeds the most ambitious placement rate. The UNO contract calls for "implementation of an intensive language program in Peshawar as needed to prepare scholarship participants for study in the U.S.". It also calls for maintaining a training capacity for 25 students through the LOP. UNO indicated that they had no concrete plans to alter the training rate for its ASPIL program. "UNO's plan is to provide a training rate which would generate number (sic) of Weber Scholars per year in accordance with the current contract."[7] It would appear that the ASPIL program is producing an over-abundance of qualified candidates.

When compared to the placement rate of Weber scholars, the team feels that the need to provide additional language training is questionable. UNO staff indicated need and desire to provide English refresher courses to ASPIL graduates who have met proficiency levels, but who have lost some fluency due to the

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[7]UNO comments on draft evaluation manuscript. Dated Dec. 4, 1990.

II. Primary Education

Two of the three principal project objectives as stated in the current contract focus directly on primary education:

- "To provide educational humanitarian assistance to Afghan citizens in the resistance-controlled areas in Afghanistan, through establishment of programs in rural primary school education and literacy training;

- To maintain and improve the primary school and literacy programs established earlier."[1]

As of Sept. 30, 1990, the UNO team had completed an impressive number of tasks related directly to these objectives. The principal accomplishments as measured by quantitative output are:

- 166,000 students served in 1,471 ECA supported schools;
- 7,200 teachers and staff salaries paid in 882 schools;
- 3,500,000 textbooks distributed to Grade 1-6 children;
- 82 person Education Center for Afghanistan created and financially maintained (in Pakistan).

The basic educational needs of Afghanistan are staggering. It is estimated that prior to the Soviet invasion in 1979 only 30% of Afghan children had access to basic education services. The occupation and subsequent civil strife have further decimated the fragile educational infrastructure. Based on current population estimates, between 2.5 and 3.0 million children inside Afghanistan are between the ages of 6 and 13, the primary age group for instilling functional literacy and numeracy through formal schooling.[2] If refugee children are added to this number, the total primary school age population is between 3.4 and 4.2 million. Approximately 166,000 students are served by the UNO program inside Afghanistan.

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[1]Amendment 006 to Project contract, dated March 22, 1989.

[2]Based on core population estimate of 12.3 million people inside Afghanistan in 1990 and a total of 17 million including refugees in Pakistan, Iran and elsewhere. 20-25% of total population are assumed to be in the 6-13 year old age range. See Eighmy, 1990 for estimate assumptions.

placement backlog. The refresher course would also include preparation for being a student in the U.S.

The evaluation team believes that the timely placement of students would render the need for a refresher course moot. The 6 week U.S. orientation should adequately prepare students for the rigors of study abroad. **The team also recommends that the timing of placement be such that all participants arrive at UNO in the summer for orientation to begin studies in the fall term rather than at mid-year when adjustments are more difficult.**

Since the UNO home office has had great difficulty in placing students in the medical field, the team also recommends that priority in selection be shifted to other, equally important, applied disciplines.

C. ASPIL Program

The objective of the English language program is two-fold: first, to prepare Afghans to obtain TOEFL scores which qualify them for scholarships for study in the U.S.; second, to help them improve their overall English language skills to facilitate success in their academic programs in the U.S. The selection process for admission into the program was described in Section VII.A. of this report. Three of the six instructors at ASPIL hold credentials in Applied Linguistics or Teaching English as a Second Language and have considerable ESL teaching experience. Two of these were hired from the States although not from UNO: the third, from another overseas assignment. The other three instructors, one hired in the U.S. and two hired in Peshawar, do not have ESL credentials and have limited or no prior ESL experience. The two most qualified instructors teach only half-time and have half-time administrative responsibilities: one handles the academic aspects of the program; the other, the processes of selection and sending forward. Both administrators in this program of, on average, 36 students (full and part-time) believe their administrative responsibilities consume far more than half their day.

The curriculum materials and method of scheduling classes in this program are of a standard equivalent to those in a U.S.-based program of a similar nature. There are four sections in each session; sections can be loosely classified as low, intermediate, high intermediate and advanced. Students are placed in sections according to their TOEFL score. From May 1989 to the Summer of 1990 class sizes averaged 14 to 16 students. Class size currently averages 5-7, a far higher teacher/student ratio than is found in such classes in the United States where a 1/15 ratio is considered low. Put another way, ASPIL students are in an enviable position for individual attention.

Materials are plentiful and the supply line from Omaha to the field is efficient. Full-time students attend class 20 hours per week until such time as they are near their required score. At this point they are allowed to attend half-time, or ten hours per week. Some students, near the 550 point, become "self-study: and in lieu of attending classes, work independently in their homes on TOEFL, SAT and GRE prep materials.

Though the records make it somewhat difficult to ascertain how long a participant has been at ASPIL, it appears that of the 24 male students in the regular ASPIL Session VII, which ended Nov. 15, 12 were first-time students and 12 were in their second or third ten-week session. A part-time class for 8 women was recently added at another location due to the proscription against women and men attending class together or even in the same building.

It is difficult to be precise about such statistical information as point gain per week of instruction, rise or fall of average entry score, average point gain, etc. as records have not been kept with retrieving this information in mind. It cannot be determined how many students in each session were full-time and how many were part-time; yet this information bears strongly on an analysis of point gain per week, which, compared with a training cost analysis indicates the cost/benefit of such a program.

A full-time student in the UNO program must obtain a minimum gain of 15 points per a 10 week session or the student is dropped from the program. If the student has reached a level of 500, a gain of only 10 points is required. "Requirements for part-time students are adjusted accordingly". The yardstick used by the USAID Office of International Training to determine the effectiveness of an overseas based ESL program in comparison with one based in the U.S. is a 3 point gain per 20 hour week of instruction. Approximately 50% of the students in each of the sessions met this target.[8]

There is no doubt that students are bolstering their English proficiency in the course. However, in light of the numbers of backlogged, fully-qualified Weber candidates already waiting for slots, the immediacy of the training is questionable. Furthermore, the 44 potential Weber candidates who have been given a preliminary approval to participate in the Weber program possess the following qualifying TOEFL scores **before** ASPIL training:

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[8]Thanks is given to Ms. Patricia Johnson for preceding material in this section.

TOEFL Score	No. of Candidates
>550	3
500-549	10
450-499	13
400-449	18

The number of preliminarily approved candidates with scores that equal or exceed minimal qualifications is greater than the best cohort placement rate yet delivered by the UNO program. The team realizes that some of these candidates may be de-selected for other reasons, but even allowing for a substantial attrition rate, there would appear to be a fairly ample pool of language-proficient, or near-ready students.

The ASPIL program appears to be professionally-run and produces acceptable results. The low placement rate for graduates of the program can not be attributed to the language program. The placement rate, however , and the apparent English abilities of incoming students and above all the cost, do raise questions about the need to continue the program in full, or in part.

D. Implementation Responsibilities

In the previous section note was made of the disjuncture between the ASPIL graduates and scholarship placement. Also noted was the departure of students for study in the U.S. before written notification of placement was obtained. Both of these issues place students in an undue state of uncertainty and anxiety. The evaluation team recommends several courses of action to alleviate this situation:

1) UNO could adjust its admission and placement plan to reflect more realistically actual placement capabilities and training needs.

2) Scholars might be placed only in the fall semester with **written** notification of placement required at least two months prior to departure.

3) AID/REP and UNO could interpret placement/departure guidelines with more rigor to ensure completion of placement processing by home office staff at an earlier date.

4) An assessment should be undertaken as soon as possible to examine the need for continuation of the ASPIL program and to identify the cost-benefit of alternatives to establishing English language proficiency.

Recommendation 4 above is based on the high unit cost of preparing potential Weber scholars. Language training costs for FY 89 were $138,040, for FY 90 $369,637, FY 91 $342,600, and are projected at $341,600 for FY 92. In FY 89 and FY 90, a total of 49 scholars went to the U.S. This calculates to a unit training cost of over $10,000 (not including ESSP management and overhead). Of course 25 additional candidates have been trained and are ready to proceed overseas. However, an additional $341,600 is projected in the draft budget for FY 92 when UNO anticipates sending up to 25 scholars to the U.S., at a unit cost of over $13,000 **if** the anticipated placement is achieved.

ASP I and ASP II students received their English language training in Omaha, Nebraska at a unit cost of about $13,000 per student. There is no doubt that shifting the language training site to Peshawar from Omaha resulted in a substantial savings to the project. However, even at the lower in-country unit cost, the preparation of individuals to become Weber scholars is still quite expensive.

The relatively small number of scholars who are eventually placed in the U.S. may make it to impossible to reduce unit costs significantly more unless ESSP can realize greater economies of scale by combining language training with other on-going training projects, most of which are organized for the preparation of Pakistani students. It may be possible to arrange special classes for the Afghan participants with these training operations. The evaluation team believes that even if it is necessary to maintain the language program, strategies for developing the required language skills at lower costs than through the ASPIL program should be identified.

The need for higher education training for Afghans is unquestionable. The ASP and Weber programs have focused on applied skills needed for reconstruction. UNO estimates that the average cost per Weber scholar beyond that which is donated by he host institution in the form of tuition and books is $12,950 per student per year. However, this estimate is conservative since it does not include language training or ESSP management costs.

The total scholarship program budget averaged slightly more than $1 million per year for FY 89-92. Assuming placement of 20 scholars per year 40 scholars per year would be maintained per annum (2 cohorts of students, 2 year programs) by the budgeted amount. This calculates to approximately $25,000 per year per student.

Timely placement of ASPIL graduates in programs in U.S. academic institutions has been and remains a problem. Since the students are at the mercy of placement committees within the Weber institutions, UNO must wait until a university volunteers to place a student before they can leave for the United States.

This results in uncertainty, unexpected delays, and even a decline in language ability if the delay is prolonged. Given the relatively small number of students involved, the evaluation team questions whether the sacrifice of expedient placement and choice in the selection of schools is offset by the $12,000 per student that is contributed by the Weber schools.

The evaluation team recognizes the hard work and goodwill behind the scholarship program, but encourages AID/REP and UNO to conduct a detailed analysis of unit costs for the program. In addition, the evaluation team urges a careful assessment of the priority that will be attached to the scholarship program in anticipation of increased budget constraints likely to be facing AID/REP in the future. The evaluation team strongly encourages UNO and AID/REP to place chief emphasis on primary education, even if at the expense of terminating the scholarship program.

O/AID/REP is currently funding a more cost effective, high-level skills training program through the Construction Related Training for Afghans (CRTA) activity in Peshawar. Courses are offered by U.S. professors who reside in Peshawar for extended periods of time. This model deserves careful scrutiny for it may provide a cost-effective alternative to the Weber program in a variety of skill areas.

VI. Mujahideen Literacy Training

The literacy training program was started in January 1987, shortly after the arrival of the UNO team in late 1986. Its primary purpose is to "promote literacy among war-affected Afghan young adults by developing literacy books and conducting literacy classes"[9]. This early response was made possible by a readily accessible target population as many mujahideen spent the winter months of December through February of each year resting from war in the mujahideen camps. There was strong support for literacy training from the commanders, the political parties, and the mujahideen. The reduction of illiteracy has been a recognized need for some time in Afghanistan. The pre-1979 rate of literacy was estimated by UNESCO to be around 10%. With serious disruption to the entire educational system, it is safe to assume that the level of literacy has decreased today to well under this 10% figure.

The evaluation team was asked to assess how well the literacy-related objectives of the project have been met. We have confined our responses to this task. However, the general efficacy of literacy training programs must be viewed in the light of historical experience. World-wide adult literacy programs have not been very successful, especially when measured against literacy gains produced by comparable investments in primary school education.

There is no doubt that adults can and do become literate through non-formal programs. From an efficiency stand-point though, primary age-cohorts in formal education settings are the best targets of literacy efforts: these students learn more quickly and they learn for a life-time.

Up to November 1990, 1,907 literacy courses have been conducted and 37,100 mujahideen have been trained. Approximately two-thirds of that total or 24,733 mujahideen have become literate according to project staff. However, no empirical data have ben reported to substantiate this estimate. Three sequential literacy textbooks have been produced in Pushtu and in Dari, teacher's guides have been developed, 15,875 kits of literacy materials produced (85,480 silkscreen prints of maps, etc. and 31,750 math/language interactive boards), 322,000 kits of landmine awareness materials produced, and literacy teacher training workshops of three days each for 1,000 literacy teachers have occurred. To date all literacy instruction has occurred in the mujahideen camps although the textbooks and kits have been distributed inside Afghanistan through literacy courses sponsored by other organizations.

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[9]UNO Contract

Literacy has been defined by project staff in functional terms: the ability to read a simple letter (from a commander, etc.) and write a letter to a relative or to a teacher on, for example, "why I am not able to attend class today". According to staff, literacy is achieved upon completion of Book 2 and the passing of a test. The textbooks are not equated to grade levels, though there is some indication that master of Book 3 may be somewhat near a third grade reading level.

New learners use Book 1 and progress over the course of the three month winter program; at the end of the winter they take an exam which tests their abilities to read and write a letter and to answer a series of questions from the textbook. If they "pass" the criterion referenced test (and also have adequate attendance), they will use Book 2 during the next winter and thus progress through the three books over three winters of instruction.

The number of mujahideen passing the course each winter ranges from 84.4% in 1987, 83.4% in 1988, 50.6% in 1989, and 45.8% in 1990. Along with a decrease in the pass rates, the actual number of mujahideen participating in the literacy program has decreased each year. This appears to be mainly due to increased movement of mujahideen in and out of the camps as well as fewer who actually spend the winter in the camps due to a lessening of fighting in certain regions.

The Amended Activity Approval Memorandum (AAM) of November 1988 provided the following targets for the literacy component of the project:

- Literacy training for 12,000 mujahideen in the winter camps during 1988-1989 including 12,000 textbooks, 500 kits, and salaries for 800 literacy teachers and related personnel.

- Recruitment of 400 literacy teachers to operate inside Afghanistan; the training of those who have not already been trained; literacy kits for those who require them; and, salary support.

- Funds for the rental of rooms or other facilities for those trainers without suitable teaching facilities.

- The training of 16,000 persons (including women, handicapped, and other non-fighters) per year in 1989, 1990, and 1991.

It was envisaged in the Amended AAM that as soon as possible after the winter of 1988-89, the literacy training effort would move inside Afghanistan. The UNO contract was amended in March

1989, to shift the focus of literacy training away from the mujahideen to the training of civilians inside Afghanistan: 16,000 persons would be given four months of literacy training annually during FY 90, 91, and 92. Teacher's salaries, teacher training, and instructional materials would support the effort and additional textbooks would also be developed.

No qualitative targets or benchmarks were provided in the contract as to total numbers who would actually become literate (only those who would be taught each year). In addition, the contract did not require information on the ratio of total learners to learners who achieve literacy, or on per-learner costs for instruction, retention and use of the newly acquired literacy skills, or number of women who would receive literacy instruction. It was assumed, according to the AAM, that literacy would be measured according to (1) the number of books distributed, (2) evidence of use of the books and materials, and (3) teacher assessment of achievement (in this case through a test) of level of achievement of literacy.

By using the means of measurement established within the project, the literacy program has been extremely successful - i.e. literacy books and materials and the provision of literacy training to as many Afghans as possible. While there was an emphasis on the number of mujahideen trained, there unfortunately was not an equal emphasis on numbers who become and remain literate. (UNO staff are only required to submit records to AID/REP on numbers trained, not on numbers who pass the test and become literate). Moreover, only 11 literacy training courses have occurred inside Afghanistan. It is understood that initial surveys were undertaken to explore the feasibility of such training but that the continuing unstable situation and the resulting mobility of the mujahideen have not made such training possible.

In addition, the training of women has not been attempted. The O/AID/REP mandate is cross-border (ie., inside Afghanistan) humanitarian assistance. According to UNO staff and the terms of the UNO contract, support to training, other than book distribution, is not allowed for permanent refugees in Pakistan such as women (the mujahideen only spend their winters in Pakistan). To provide assistance and to promote women's literacy instruction, UNO gives textbooks to other organizations who provide women's literacy instruction. UNO/ECA assistance to other organizations, especially those which target women, is important; this assistance strategy will be further discussed in the recommendations part of this section.

Plans for the literacy component of the project appear modest although recent literacy training strategy papers have been produced. There appear to be no plans to expand the program. This is due in large measure to the diminishing numbers of

mujahideen who spend their winter months in the refugee camps and by a continuing inability to provide large-scale literacy instruction inside Afghanistan due to the unsettled situation.

The current teaching methods of a trained literacy instructor using teacher guides, instructional materials, and books for all in classes of about 20 learners appear to be an adequate way to teach literacy. The books are generally relevant; they are geared to the needs and interests of the learners. Some criticism, generally by non-Dari/Pushtu readers, has been directed toward the "violent" nature of the subject matter, though a sample review of the material with the assistance of a translator showed little actual reference to war in the text of Book 1 (a number of the illustrations did, however, show mujahideen fighting as well as show various weapons of war as visual ways of illustrating written presentations). Book 2 and 3 had few references to war. In spite of this, several of assistance organizations concerned with rehabilitation and reconstruction have said they will not use these books for this reason. Numerous other organizations continue to use these books (refer to the UNO July-Sept. 1990 Quarterly Report for a list of these organizations).

The measurements used to assess the acquisition of literacy have been improved over the life of the project. However, there is still room for improvement as the current measures are still imprecise. An item analysis of the test questions should be considered to improve these measures.

The following are recommendations the team believes UNO and AID/REP can consider for implementation over the next two years:

The team recommends that the literacy component of the project place priority on technical and materials development support to other organizations involved in literacy activities.

The literacy component of the project can be most effective by providing other organizations, particularly those involved in literacy activities inside Afghanistan and those which target women, with technical support and advice, literacy books, instructional materials, teachers' guides and test forms.

Taking the UNO/ECA literacy program inside Afghanistan is an extremely complicated, expensive proposition requiring considerable project investments in terms of staff and money. Project resources can be more effectively leveraged by providing assistance to shuras, commanders, or PVOs involved in this effort. The UNO/ECA staff had extensive experience over the past four years with its literacy program. UNO/ECA expertise and literacy materials should be broadly shared and others involved in literacy activities inside Afghanistan. This can take the form of assistance and guidance in policy options and directions

vis-a-vis the development of an eventual national literacy program, development and use of existing and new textbooks, instructional kits, teachers aids, and teacher training.

The recent work with Save the Children U.S. whereby UNO/ECA staff provides technical assistance and instructional materials to support the implementation of literacy training activities inside Afghanistan is an appropriate model for UNO to follow over the next two years. The sharing and coordination of resources and expertise will allow a much greater number of Afghans to be reached.

The team recommends that new materials on practical topics be developed and distributed to reinforce, and to enable new literates to apply, newly acquired literacy skills.

It is recommended that new supporting literacy materials be developed as soon as possible to provide a variety of appropriate functional reading material for newly literate men and women. This material can be complied into a new "Book 4" for literacy training; it can also be distributed in a series of shorter booklets for individual use. Topics would be based on a needs assessment and might include reconstruction and rehabilitation (i.e., basic laborer activities for house repair, road construction, gardening, animal husbandry, child care, nutrition, and child spacing). As this new material will also be intended for women, it is important to seek guidance on the most appropriate format for the presentation of the subject matter as well as on topics which have relevance for women.

Based on figures provided by UNO, development costs for a new literacy book (or a series of booklets) should be around $15,000 with reproduction costs of $1.00 per copy. The team feels that the figure of $15,000 may be too low; it is important that sufficient funds are allocated to ensure that suitable literacy material is produced. These development costs, for example, should include funds for revisions based on a systematic field tryout of the new materials.

If time and resources permit, Literacy Book 1 should be reviewed and refined to make it more appropriate for rehabilitation purposes and use by women and other civilians inside Afghanistan.

The team recommends that the tests and other means of verifying literacy be refined.

There appears to be a need to refine the tests which are currently used to measure literacy to better determine when a person becomes literate. The new test materials could be shared with other organizations as part of the UNO dissemination and support previously mentioned.

As Figure 1 illustrates, some 2,066 schools are receiving support from donors. Assistance in most cases takes the form of salary payments to teachers and district administrators, textbooks, school supplies and teacher training. Other donors sometimes provide school construction funds, an element not incorporated in the ESSP design.

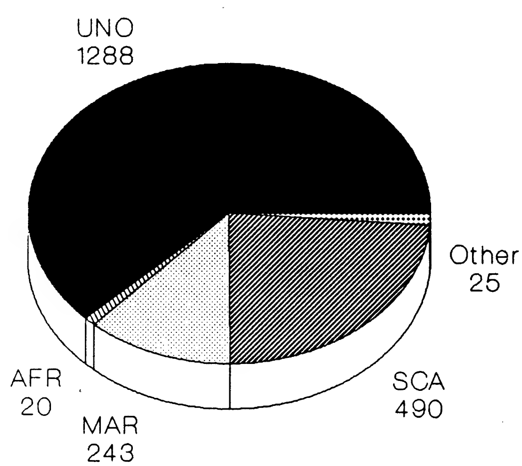
Figure 1

Nuber of Schools Supported by Implementing Agency

Foreign Assistance

Primary Educ. in Afghanistan

Oct. 1990



Notes:

a) UNO = Univ. of Nebraska at Omaha. Project is O/AID/REP-funded; active in all 29 Provinces

b) SCA = Swedish Committee for Afghanistan is active in 21 Provinces

c) MAR = Muslim AID is active in 10 Provinces

d) AFR = AFRANE is active in 3 areas

e) Other = o Norwegian Committee NNCA)
o Lajhat Al-Dawa All-Islamabad
o Islamic Aid Health Committee (IAH)
o Solidarite Afghanistan (SAG)

are active in 1-2 Provinces each with approximately 5 schools/Province

The team recommends that limited training in the winter camps for the mujahideen be continued.

It is recommended that UNO/ECA continue its successful original mandate of literacy training for the mujahideen. This training can also be used as a laboratory to test and refine Workbook 4 series as well as the new tests to measure literacy. Such a program also contributes to meeting two needs defined by O/AID/REP: (1) the demobilization of mujahideen who in effect are part-time militia and (2) to make up for the loss of both formal and informal (apprentice) learning in farming and other skills for the "lost generation" of Afghan young people uprooted by war.

VII. Teacher Training

The ravages of the Soviet occupation and withdrawal, and the subsequent civil disorder, have wrought havoc on the primary education system in Afghanistan. Very few teachers remain in the country, and most of those now teaching are reported to have no prior teaching experience. Because of the collapse of the system of higher education during the Soviet occupation, no teacher training has taken place over the past decade.

With respect to those few teachers remaining who have been trained, most of their preparation has emphasized theory rather than practice. They are said to be able to discuss teaching techniques, but they do not use them in the classroom. The most common model for primary school teaching in Afghanistan is the pre-war one based on the rote memorization of textbook material. Little is done to encourage critical thinking or analysis of the information in the books. The model for school supervision, also based on the status of the system before the Soviet invasion, focused on classroom activities not related to the teaching and learning process. All of this speaks forcefully to the need for a massive and effective teacher training program to support the rehabilitation of this war-damaged primary education system.

The initial ESSP contract required two kinds of teacher training, preparation of teachers for the mujahideen literacy program, and training of District Directors to provide in-service training for primary school teachers in their districts. The contract amendment of March 1989 made several changes to the teacher training component of the contract. First, it "[replaced] the literacy program for Mujahideen with an adult functional-literacy program for civilians inside Afghanistan."

Second, it added an "...emphasis on the quality aspects of education through an expanded teacher education component." A third change involved the "Establishment and implementation of a system for the training of master trainers, District Directors of education, primary school teachers, secondary school teachers and literacy trainers." These changes reemphasized and clarified the importance of teacher training for the rehabilitation of Afghanistan's primary education system, with an emphasis on improving the quality of the teaching force.

The role of the UNO field staff Training Specialist was defined as follows in the UNO contract: "Working closely with the Literacy and Teacher Training Departments of the ECA, responsible for the planning, <u>evaluation</u> [emphasis added] and implementation of training for: District Directors, Primary School Teachers, Secondary School Teachers, [and] Village Teachers." This specialist was made responsible for supervising master teacher trainers and participating in on-site training at locations in

Afghanistan. (Being a U.S. citizen, however, the incumbent of this position is currently prohibited by the UNO contract from traveling in Afghanistan).

The plan for the delivery of teacher training in Afghanistan is based on the following stages of training:

- The first stage involves the training of master teacher trainers. These individuals will be trained to prepare Afghan teacher trainers.

- For the second stage, the master teacher trainers will go into Afghanistan to train selected teachers there to serve as teacher trainers.

- In the third stage, the teacher trainers will provide in-service training to all primary school teachers in Afghanistan so that they may become more effective teachers.

The first stage was begun by identifying 11 outstanding teachers based on an extensive search and selected to be trained as master teacher trainers by taking an ten-week course given by the ESSP Training Specialist. They were trained using the IRC facilities at Hangu, Pakistan. Following this ten week course, the master teacher trainers were given two more weeks of planning and preparation and then they conducted a five week teacher training course under the direct supervision of the Training Specialist.

These teachers are now ESSP employees. Following this initial training, eight of these went to Quetta and three remained in Hangu to give courses to prepare Afghan teachers to become teacher trainers. This approach to teacher training, involving courses in Pakistan, was found not workable for the Afghan teachers. This was because the teachers could not be away from their homes for the up to four months required for the training, including travel time. The plan was revised in August of 1990 to instead have these courses for preparing teacher trainers conducted in Afghanistan.

To initiate this revised approach, the ESSP master teacher trainers recently visited 60 schools in Afghanistan to identify possible teacher trainers, and selected seminar sites for the teacher training. During this time they also visited teachers that had been through the earlier training program. Centers are now being established in Afghanistan to conduct this training. The initial seminars are being planned for provinces that border Pakistan, but the plan calls for this training eventually to cover all of Afghanistan. The ESSP plans to hire 20 more master teacher trainers in January of 1991, and they will prepare additional teacher trainers to offer teacher training seminars in Afghanistan.

The teacher training program focuses on the use of student-centered teaching techniques, and the training material is based on the Peace Corps Teacher Training Guide and Reference Manual. The techniques involve student competition, role playing, group work, and the question-and-answer technique. As in many developing countries, the traditional model for teaching was rote memorization with little emphasis on critical thinking and analysis. With the limited teacher training funds available, UNO felt it should concentrate its efforts on teaching teachers techniques such as those noted above. UNO felt that this would have a significant impact on teaching and could be done in a short term.

The evaluation team notes that although the hypothesis is a logical one, experience in numerous other countries indicates that this type of behavioral change can not be accomplished in the time and fashion that is necessitated by project funds and logistical difficulties. The Teacher Training Specialist appears to be doing an excellent job, but the long-term results are questionable despite her good efforts.

The UNO contract, quoted above in the job description for the Training Specialist, requires evaluation as part of the training program. Missing from the training plan, however, is an evaluation of the training of the teachers by assessing the degree of changes in student learning following such training.

If the effectiveness of the teacher training element of the project is to be assessed with any degree of accuracy and certainty it is imperative that the effect of teacher training on teacher behavior and subsequent student performance be assessed. Too often the assumption is made that training translates into improved performance; experience and research clearly indicate that too often this is not the case. **Evaluation of the teacher training component could and should be linked to the evaluation team's recommendations to begin systematic assessment of student achievement- assessment that is more standardized than individual classroom performance reports.**

A major obstacle to expanding female enrollments in Afghan schools is the fact that there are relatively few female teachers in the ECA schools, close to 80 as reported by the ESSP staff. (Girls must generally be taught by female teachers except in the lower primary grades). There are thus a limited number of female teachers available in Afghanistan to be trained. In addition, the few female teachers there cannot leave their families and villages to be trained outside. Even if there were female teachers in sufficient numbers, a female teacher trainer would be needed to train them, so the ESSP is bringing a short-term female Afghan teacher trainer in February of 1991 to train 12 female teachers from this area to become master teacher trainers. The new master teacher trainers will then join the UNO staff and

train female teacher trainers. What is needed is an alternative way to provide trained teachers for girls' classrooms. Perhaps a review of ways this problem has been handled in other developing countries might prove useful. [10]

The UNO Training Specialist believes that this training structure for primary school teachers can ultimately be incorporated into the infrastructure that might be in place following settlement of the disturbances in Afghanistan. The ECA endorses this plan, but the plan does not have the current support of the AIG Ministry of Education.

A UNO planning specialist prepared a teacher training report in August 1990. This specialist worked with a number of Afghan educators and his report reflects their ideas as well as his own. In addition, the report was discussed with him for a week by a group of twelve Afghan educators. This plan proposes an outline for Afghan teacher training, and includes all levels of training from emergency, short-term, and in-service courses to the development of nationwide traditional teacher training institutions including the post-graduate level. The evaluation team believes that such a report could only be useful if made to an agency or institution capable of making decisions about its implementation. Further, the plan makes absolutely no mention of costs. (A plan without supporting costs is an incomplete plan).

Given the limited funds that likely will be available to a future central Afghanistan government for reconstruction over the next few decades, it is doubtful that the full range of training programs and institutions recommended in the report could be afforded. A program based on low-cost methods geared to feasible costs might have had some potential applications, but as it stands the evaluation team believes that the report is of academic interest only and has no practical applications.

The issues related to teacher training concern 1)the education and experience of teachers available to be prepared as teacher trainers, 2)the need to conduct training in Afghanistan, 3)the intrinsic weakness of the proposed cascade of training skills transmission, and 4)the problems associated with the training of Afghan female teacher trainers.

Regarding the first of these, the teachers in Afghanistan who can be trained as teacher trainers are not available in sufficient numbers with the required education level and teaching

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[10]See for example the review by Mary Anderson on "Access to Basic Education" written for S&T/ED's BRIDGES project; Also see the review conducted by the Academy for Educational Development under the ABEL project.

experience. Also, the evaluation team believes that, even with suitably trained and experienced candidates, it is just not possible to prepare someone to become a teacher trainer with a maximum of two months of instruction followed by two weeks of on-the-job training and the conduct of a five-week teacher training course under supervision. In developed countries, where suitably prepared candidates are available for training, this might not be accomplished even in a year. The team is concerned that such a program might report hundreds of "trained" teacher trainers, with an unrealistic approach based on counting course completers rather than a valid one based on objective measures of achievement following course completion.

The second issue concerns the need to conduct courses for teacher trainers in Afghanistan, where course attendance and completion reports cannot be verified by members of the UNO field team or external consultants. Given the issues surrounding the UNO monitors' reports of project accomplishments in Afghanistan, and absent systematic verification of teacher impact, the efficacy of this element of the project can not be demonstrated.

The third issue concerns the feasibility of the cascade or flow of teaching skills to the master teacher trainers, through the master teacher trainers to the teacher trainers, and finally through the teacher trainers to the classroom teachers. Given the extremely short duration of each of these skills-transmission courses, and the relatively unskilled level of the trainees at the lower levels, it is unrealistic to expect any measurable improvement of teaching skills in the classrooms as a result of this program. The members of the evaluation team, in addition, are not familiar with any cascade or progression type of short-term training program that has worked successfully with teacher training for comparable situations in developing countries.

The fourth issue, concerning female education, relates to the pessimistic outlook for female education in the foreseeable future. Given the political sensitivity associated with this issue, the team does not anticipate any significant progress on this front unless a concrete, systematic plan of action to address this situation is developed in collaboration with Afghan counterparts and is both progressive and aggressive in solving this problem.

The evaluation team recommends a full review and re-planning of the teacher education program, as described below. This would result in a new plan covering institutionalization of the training, the use of teacher guides as a part of the primary level instructional system, attention to increasing the availability of female teachers in the short-term, an evaluation plan, and an estimate of program costs.

There is a need for a detailed and fully costed plan for the

teacher training program. The evaluation team does not believe that the current activities in teacher training, as discussed above, will sufficiently improve the skills of classroom teachers. It is the team's impression that the most effective step would be the preparation of a detailed, and fully-costed plan. The plan might best focus on at least the following elements:

1. Institutionalization. The activities might focus on a structure that is most likely to be sustainable if the AID/REP supports stops in two years, at the end of the current contract. Otherwise, the funds spent on this aspect of the contract will not have been best spent.

2. Instructional Supports. The program might consider an approach to teacher training which is responsive to the very low level of training among the current teaching force. The use of highly structured teacher guides has often been found to be very effective in such cases, providing teachers with step-by-step directions about how to best present the information in the textbook. This approach, sometimes referred to as "adjunct programming", can be used with existing textbooks as the teacher training materials are prepared for a specific set of books. By these means, the teachers can be encouraged to use very effective teaching techniques without having to master the theory behind the applications of these techniques. Although the "up-front" development costs of these supporting materials may be relatively high, they can partly be recovered by a reduction in the teacher training costs.

3. Female Teachers. The current plan for the training of female teachers will not produce them in sufficient numbers for any significant increase in girls enrollments. The plan might focus on innovative ways to make female teachers available in a shorter time.

4. Evaluation. Any plan for teacher education should incorporate a plan for program evaluation. This plan is best done at the same time as the design of the program, rather than as an add-on after the design is completed. This is a critical part of program design.

5. Costs. The teacher education plan cannot be assessed and implemented without a careful estimate of its full costs, and this is best done as part of the original design.

VIII. Manpower Training

The Manpower Training Program (MTP), a separate project from ESSP, is a cooperative agreement between AID/REP and UNO with Metropolitan Community College of Omaha, Nebraska as a subcontractor. Preliminary work began in April 1989 with a confirmation of priority training needs initially identified in the spring of 1988. This was followed by the adaptation and translation of U.S. training materials into Dari and Pushtu, and the recruitment of staff. The first classes began in Peshawar in September 1989 and in Quetta in June 1990.

Six month classes (a "cycle" comprising two-12 week periods of 24 weeks total) are currently offered in Peshawar and Quetta in the trade skill areas of master mason, masonry, carpentry, electricity, plumbing, steel work, and welding. Classes of a similar length are also offered only in Peshawar in the business program areas of office management and basic accounting. Forty-eight graduates of the first cycle with top grades are now in an advanced courses of 24 weeks in business programs and construction technology. These classes are a pilot for a possible upgrading of the program to a technical school level. In addition, a pilot in-service office management skills training program for 43 staff of the AIG ministries was implemented at MTP Peshawar in September 1990. These classes are held after work hours.

At present, training centers are operational in Peshawar, with a staff of 50, and in Quetta, with a staff of 23. All MTP administrators and instructors are Afghans; UNO technical assistance is provided by the Afghan-American Deputy Director, senior-level Afghan staff, and short term U.S. consultants from Metropolitan Community College.

141 Afghans have graduated from the program in Peshawar (67 in trade skills and 74 in office management skills) with a total of 121 passing the final exam. 305 are currently in the program (227 from cycle two in Peshawar and 78 from cycle one in Quetta). Peshawar trainees are expected to graduate in November 1990 and Quetta trainees in January 1991.

Project staff report that all graduates appear to be actively using their newly acquired skills. Most are employed in the Peshawar area although 19 are currently working inside Afghanistan in conjunction with PVO construction activities. UNO/MTP has no records on 9 of the 141 graduates.

The number of applications for both programs are extremely high and competition is intense. A well developed, elaborate and systematic selection process has been developed to ensure that only suitable candidates attend the program and to prevent even

the slightest appearance of irregularities or favoritism over candidate selection. Candidates chosen to take the entrance exam are equally drawn from all parties, to ensure continued party cooperation, and from provinces in Afghanistan. Prospective students for the trades skills are required to have a middle school education and prospective students for the business skills must have a high school education. Cycle three entrance exams for 500 candidates in each of the two training areas occurred in November 1990 at MTP Peshawar; the top 100 candidates in each of the two areas will start classes around November 24, 1990 in Peshawar. Cycle two in the Quetta program will tentatively begin in January 1991. However, this may be delayed to focus on the establishment of the MTP center inside Afghanistan.

The very high demand for these training services raises the question of who fees are not being charged of those students capable of paying for the services. **The evaluation team recommends that UNO examine the possibility of instituting a cost-recovery scheme for the MTP program.**

Extensive on-the-job training was provided through the construction of MTP Peshawar. Except for some initial use of local laborers, MTP Quetta was almost totally built using student labor. Some on-the-job training in the business program occurs during the last few weeks of the training program though this has not always been effective due to limited opportunities in Peshawar for trainees. The trade skills program provides on-the-job training in masonry, carpentry, plumbing, metal work, welding, and electrical areas through a cooperative trades skills work project at CCSC in Hyatabad, through the construction of doghouses for de-mining activities coordinated out of Quetta, and through work on the UNO textbook warehouse and the IMDC production center.

The MTP staff has developed a list of activities for FY 91 and FY 92 intended to respond to those areas of the program which the staff feel require strengthening as to meet contract objectives.

These areas are:

1) Implementation of a staff supervision and development program to ensure the effective teaching of the standardized curriculum and training of junior staff to assume leadership positions at the MTP centers. The first of a five-unit staff in-service instructional training guide has been translated into Pushtu and Dari. The others will be completed over the next few years.

2) Improvement of classroom and on-the-job practical experiences in the business skills area.

3) A review and assessment of the trades skills curriculum.

4) Improvement of follow-up and placement assistance

5) Development of a separate women's office management program. Fifteen women have already registered for this course and it is hoped that, through a testing and selection process, 30 qualified women will actually start the program. The program will be conducted next door to the UNO office in Peshawar and not at the MTP center. Several women instructors have already been identified and 2 to 3 more are needed. The program will focus on pre-service training in a variety of office management areas. The start date is tentatively set for early 1991.

6) Establishment of a MTP center inside Afghanistan to teach basic trade skills to an initial group of 60-70 trainees. An initial survey team under the leadership of the Quetta MTP Director will enter Afghanistan in early December to assess the feasibility of establishing a center in the Kandahar region. This will involve meetings with various groups and individuals to explain the purpose of the center, review security and the availability of land and other resources, and assess training needs.

The work of the MTP has a high degree of relevance to the resettlement, rehabilitation, and reconstruction needs of Afghanistan. Given the total disruption to Afghanistan's manpower development system for the past 12 years, all areas and levels of manpower training are important. However, AID/REP and UNO should continue to define tightly the priority training areas (basic trade and business skills) and to target training at those with the greatest need as well as greatest potential for use, that is, artisans and skilled laborers.

Though little empirical data exists on Afghanistan's manpower requirements, it is safe to assume that priority will continue to exist, at least in the short to medium term, in those areas related to rebuilding the country and that these areas will require people with basic skills such as those provided by MTP.

The mix of practical/apprenticeship and class instruction appears to be appropriate. According to MTP management, approximately 25% of time is spent on academic or theoretical topics for the trade skill areas and slightly more than 30% of time on academic or theoretical topics for the business skill areas. About 60-65% of the rest of the class time is spent on practical applications within the classroom. Actual on-the-job practice away for the classroom accounts for a significant amount of total time in the

The UNO project accounts for more than 60% of the primary schools supported by known foreign donor assistance inside Afghanistan. As sizeable as the assistance is however, it represents less than seven percent of the total, primary educational needs of the country.

Evidence from over 40 countries around the world indicates that investment in primary education not only provides the best rate of return to all investments in the education sector (27%)[3], but also yields returns higher than those from capital investments for infrastructural development. Evidence is also clear that formal, primary schooling is the fastest and most efficient way to achieve broad-based literacy and numeracy; the key elements of economic growth, personal choice, and sustainable development.

Primary education has a proven, positive impact on agricultural productivity, lowers fertility rates among women, results in improved health and nutrition for women and children and increases participation in social, civil and economic activities. The programmatic emphasis on primary education in the ESSP project, in light of the multiple educational needs of Afghanistan, thus seems well-placed.

A. Data Management

The UNO team began the development of a computerized data management system in 1987 to monitor the status of ECA-supported schools. Data are currently collected by monitors, coded and stored as DBase IV files. Cleaning, entering and managing the data require the services of two full-time, talented data-processing staff members who have received in-service training and are also partially self-taught. Lists of schools and salaried personnel are requested by the ECA, but no one at the ECA has the technical skill or experience to use the computerized database at present.

The information in the data base is used to compare current validation data to the next previous entry. The data base is structured in such a way that not all entries are able to be recalled; only the two most recent monitor reports are listed on the current file. Previous records are archived on data disks. Thus, it is not possible at a glance to examine inconsistencies in monitoring reports between more than two reporting dates. The last two monitoring dates are the ones examined by project staff

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[3] Psacharopoulos, George and Maureen Woodhall. Education for Development: An Analysis of Investment Choices. Oxford Univ. Press, 1985. pp. 56-59.

trade skills areas (15%); as indicated above, only limited on-the-job practice is available in the business skills area (5%). It should be noted that MTP management is aware of this problem and is attempting to provide additional on-the-job training through contacts with potential employers of the business graduates. To the degree possible, this active use of on-the-job training was confirmed through observations at MTP Quetta.

The quality of practical and theoretical training through observations at Quetta appears to be good. In a number of cases, the instructors are highly qualified. Curriculum materials were taken from U.S. vocational education books and have been translated into Dari and Pushtu; they are currently going through revisions and will eventually be printed. They are duplicated for distribution to trainees. However, a need exists to more formally evaluate the relevance of the curriculum, materials, and training vis-a-vis the workplace inside Afghanistan.

Little formal placement, support and follow-up of graduates is occurring. No graduates have had difficulty obtaining employment, however. Each graduate of the electrical program receives donated basic equipment. Other trade skill graduates receive some limited equipment; business skill graduates do not receive any equipment, though this is not as necessary as it is anticipated that all will be employed by the Interim government, PVOs and other organizations. The lack of formal placement, support and follow-up may be partly explained by the newness of program and by a backlog of need for skilled artisans.

As noted earlier, plans are underway to begin a business skills training program for a group of about 30 women at the UNO office in Peshawar. The MTP center in Peshawar will not be used for the training as MTP management felt that inclusion of women would jeopardize the program. While this is a justifiable concern, it is felt that attention be given by UNO and MTP management to how best integrate training for women into the MTP program.

In summary, UNO should be commended for its implementation of the Manpower Training Program. MTP Peshawar and Quetta are well administered organizations. The program is obviously popular, well designed to respond to priority areas of need, and teachers are dedicated and competent. In addition to this, UNO should also be complemented in the extremely rapid manner in which both centers were established. To enable the program to further develop and mature over the next few years, the team proposes that AID/REP and UNO consider the following recommendations.

The team recommends an increased use of financial data for planning, development, and replication purposes by UNO and MTP management to help ensure that the MTP concept can be sustained once the project ends.

There is little doubt that the high degree of professionalism and dedication displayed by MTP staff will also be reflected in the establishment of the MTP center inside Afghanistan. However, while MTP management clearly has a practical knowledge of what is required to establish a center inside Afghanistan, there does not seem to have been much use of financial data as a planning tool during this initial planning process. A detailed and updated financial plan for March 1991 to the end of the project has not yet been developed, although project staff have said that they will soon do one. It appears that the planning process has been driven to date by a strong desire to establish each center without serious consideration of cost; the resulting implication is a lack of data on whether the concept can be cost effectively replicated inside Afghanistan using AID/REP, new government, or other funds.

Pre-service vocational training programs are relatively expensive in terms of development and recurrent costs. Despite pre-service training, additional in-service training is frequently required to prepare the graduates for specific requirements of jobs. The results can be confusion on the part of the graduate in how best a task should be accomplished (e.g. conflicting methods of wiring, etc.), wastage of resources, unnecessary training costs and so forth.

MTP provides a potentially useful model for post-war Afghanistan of how to respond to regional requirements for artisans and other skilled laborers. Furthermore, such centers may also serve as future regional focal points for adult education, in-service teaching training, materials development and book distribution.

However, this program will only be successful and thrive inside Afghanistan if it can be replicated at a low per-trainee cost and if it is producing graduates who are easily employable and require little additional training by organizations and/or it can produce graduates who can quickly and profitably become self-employed.

The MTP LOP Funding is $1.3 million. $1.08 million has been obligated which should be sufficient through March 1991 and $632,556 has been expended through September 30, 1990. Based on the 446 Afghans who have graduated or will soon graduate, per graduate costs are approximately $1,713 (taking into consideration both development and recurrent costs provided by UNO staff but not UNO management cost as this cost is charged against ESSP). This is a reasonable figure, though ways should be explored to further reduce per graduate costs. $220,000 represents the current LOP obligation limit. The LOP funding authorization will have to be increased to continue MTP activities. Otherwise, MTP programs may need to be drastically reduced. Based on discussions with UNO/MTP staff, it is estimated that the new center inside Afghanistan will cost about

$50,000 for infrastructure development costs plus an additional cost for two vehicles.

The team considers this figure to be considerably too low. Operating costs should approximate the Quetta center or be $220,000 per year. Taking operating costs at the three centers, it appears that $250,000 per quarter in new funds will be needed to operate the entire program after March 31, 1991.

AID/REP will need to make a request for FY 1991 of $1.0 million ($250,000 per quarter) to support the MTP activities. A similar amount will be needed for FY 1992.

The team recommends that the project systematically evaluate and document the establishment of the MTP Center in Afghanistan.

If AID/REP decides to expand the Manpower Training Program into Afghanistan, a decision which the team feels can only be considered after a careful examination of an MTP financial plan and an analysis of sustainability in view of the project's PACD in March 1992, it is important to evaluate and document this program comprehensively. The MTP center inside Afghanistan can potentially become the educational model for rural-based vocational training centers in post-war Afghanistan. This trade skills training program can become a vocational option for those Afghans with primary/middle school qualifications. A well documented program can provide future Afghan Ministry of Education planners with the tools to implement a nationwide program.

The team recommends that MTP Peshawar and Quetta be used to support the MTP Center inside Afghanistan.

It is proposed that the current activities and level of effort be maintained as planned for MTP Peshawar and Quetta. These programs should not be expanded but instead resources should be focused on the MTP center inside Afghanistan. MTP Peshawar and Quetta can be used in part to support the new center through staff development activities and through a refinement and fine-tuning of teaching methods, curriculum, and instructional materials which are most applicable to the current situation found in Afghanistan. It appears that the two centers are currently using some materials and techniques which are not appropriate for a new center inside Afghanistan). Consideration could also be given to some type of rotating staff arrangement between the centers so that all teachers are aware of the issues of training inside Afghanistan and so that <u>all</u> curriculum, materials, and teaching reflect the priority needs and the reality of trade skills training in Afghanistan.

The team recommends that a MTP Advisory Committee be formed.

The team believes that consideration should be given to forming a MTP Advisory Committee composed of potential employers of the MTP graduates such as various PVOs and the private sector as well as representatives of women's organizations. The inclusion of representatives of women's organizations in the committee would also ensure that the training of women at the MTP centers is implemented in a proper manner. The use of an Advisory Committee is a common and useful feature of most vocational training programs. The Advisory Committee would not have policy making responsibilities but instead would build important links and increase dialogue between the supplier of trained personnel, the MTP, and the consumers of such personnel. The Committee would provide necessary feedback to the MTP on the quality of the courses, changes in curriculum which may be necessary to meet workplace requirements, and other improvements to strengthen the MTP. The Committee could also serve as a mechanism for establishing on-the-job training and apprenticeship experiences.

The teams recommends an increased emphasis on developing skills for self-employment as well as job-seeking skills.

It is assumed that many MTP graduates will be employed by PVOs or even a future Afghan government. However, these organizations (PVOs and other donor agencies because of the nature of their funding sources and a future government because of an uncertain financial situation) most likely will not be able to guarantee long term-employment. In addition, some MTP graduates will be coming from or going to regions which may not be served by these organizations. As a result, their only option for a job may be through self-employment. In addition to mastering technical and production skills, the team feels it is desirable for graduates to have the necessary skills for self employment. The team recommends that consideration be given to providing all graduates of MTP centers with a module during both quarters which deals with issues of self-employment (basic entrepreneurial skills of business planning, bookkeeping, marketing and sales, etc.). Attention should also be given to equipping all graduates with basic skills needed to secure a job (how to seek a job, importance of certificates, letters of recommendation, etc.) It is felt that such instruction will not detract from the primary purpose of technical skills acquisition but instead would place such skills acquisition in a proper job context.

The team recommends that the project develop an "End of Cycle" assessment of student accomplishments and a more formal follow-up study of graduates.

It is suggested that a more "independent" assessment of student learning occur in addition to the class tests administered by MTP lecturers. Various employers could be invited to test student competence at the end of the training cycle through practical examinations. Also, structured feedback from graduates

approximately six months after training is needed. All of this data is needed to help improve curriculum, instructional materials, and teachers. The newly hired proctor may be able to lead this activity.

The team recommends that UNO develop a Staff Training and Utilization Plan for each MTP Center.

Besides training Afghans in vocational skills, these centers are a useful "on-the-job" training ground for instructors and administrators. It is suggested that UNO consider developing a staff training plan so as to enable the Afghans to develop more formally their skills as instructors and administrators. This is especially important to ensure a sufficient cadre of Afghans who know how to establish, administer, and teach in this type of center. "On-the-job" training and short workshops can be provided by UNO staff and by more senior and experienced members of the MTP staff.

The team recommends that UNO and MTP complete the remaining teacher's guides as soon as possible and consider the development of an MTP administrator's manual.

Teacher's guides are an effective way to develop a sufficiently high standard of instruction among teachers. The newly hired proctor may also be of assistance to teachers in the development of these guides. As most administrators of the MTP centers are first and foremost technical teachers, consideration can be given to developing some type of administrator's manual. This may be especially important for the MTP center in Afghanistan which, at least initially, will have to operate with only modest technical support from Afghan project staff members.

IX. Project Management

AID/REP and the UNO team have enjoyed a mutually supportive relationship that is the exception rather than the rule in large-scale development assistance projects. The enthusiasm and dynamism of Larry Crandall, the first AID/REP helped to establish the standards for speed of implementation. As noted earlier, the UNO team possesses a working knowledge of Afghanistan and Afghan culture that has made it possible to deliver commodities and training in volume described throughout this report.

The evaluation team did not detect any problems or delays in quarterly or annual reporting. The UNO team spoke very favorably about the technical and financial support it received from AID/REP. UNO did express concern about the vouchering procedures for project-related logistics support. USAID/Pakistan supplies furniture and transformers, rents buildings, etc. on behalf of the project. UNO is billed for these items, but the individual items are not precisely specified. Thus, UNO does not know if it has been billed for a couch or a bed; a home or an office building. UNO would like to have more precise descriptions of items that they are vouchered for. The evaluation team recommends that, to the extent possible, AID/REP assist UNO in achieving greater billing satisfaction from USAID/Pakistan.

UNO also noted that with the growth of the project- from 25 employees in July 1988 to more than 273 today, has caused a huge increase in the financial record-keeping and accounting portion of the project. UNO would like to hire an additional, degreed accountant to assist the Support Services/Finance Officer with the following tasks:

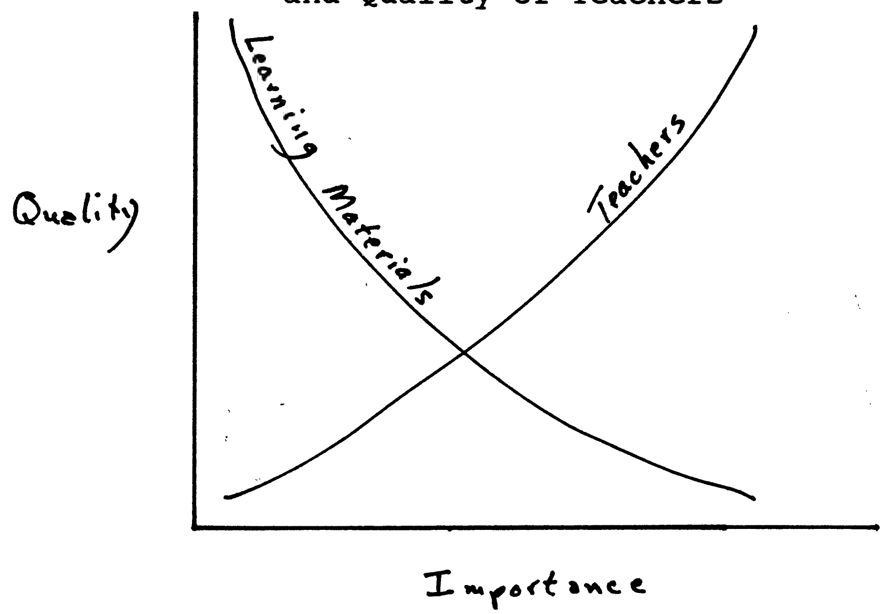
- maintaining the payroll for 273 individuals
- paying teacher salaries
- preparing financial reports for AID/REP and UNO
- conducting budget analyses and financial planning
- monitoring procurement
- purchasing and inventorying equipment.

At present the full-time expatriate staffer is assisted by a local hire staff that includes 2 accountants, 2 cashiers, 1 voucher accountant, 2 clerks and 1 insurance clerk; a total of 9 FTE's against approximately $5.5 million of field expenses. The evaluation team appreciates the complexity of the UNO project; its elements are varied and the number of individuals served numerous. Our familiarity with similarly-sized projects in other countries suggests that dollar volume to staff ratio favors UNO. However, most projects do not have a comparable number of people on its total payroll. The team suggests that UNO and AID/REP hold discussions in the near future on the need to add an

additional expatriate accountant. UNO feels that a local-hire with requisite skills can not be found. As a precursor to that meeting, UNO should develop an integrated set of job descriptions in the financial area that clearly identifies proposed roles and responsibilities. The home office in Omaha should also consider what FTE position they might be willing to give up in support of such a change in the field.

The UNO staffing pattern is shown in Annex G. Of the 272 individuals directly on the UNO payroll, one-third are involved in the production of instructional materials. The importance and quality of the materials would seem to justify this production capacity. The evaluation team recommends that UNO staff and AID/REP develop a plan for the production of new materials, both for use by students and by teachers. Instructional materials are especially cost effective in education situations that are characterized by low teacher quality. See Figure 5.

Figure 5
Relationship Between Quality Instructional Materials and Quality of Teachers



As teacher quality improves, the need for supplemental materials that compensate for low levels of technical skills diminishes. Given the education situation in Afghanistan, it is anticipated that production of learning materials will be of critical importance to achieving some level of education quality for the foreseeable future.

Security in Peshawar is fragile. The UNO staff employs more than one guard/janitor for each of its administrative staff (66 vs. 61). Whether this number of individuals must be maintained on the payroll is a question that should be discussed between

AID/REP and UNO management.[11] The evaluation team is not aware of such a high ratio in any other country, including those characterized by tense security environments. Similarly, the team can think of no other project that has as many drivers attached to it (12). Even though two drivers are located in Quetta and separate transportation must be provided for women, most modest AID missions have fewer drivers for their entire staff.

Each of the scholarship programs, ASP and Weber, have 1.5 FTE home staff assigned to it (2.5 are currently filled). The Weber format presents special placement monitoring difficulties but even so the ratio of 40 students to 3 monitors is high by most project standards. The UNO home office support allocations are shown in Annex H. In addition to the staff attached to scholarship support, 3.4 FTE's are being charged to home office management and technical assistance. This sum would appear to exceed the authorized limit by .25 FTE. Should the recommendation to review the cost/effectiveness of the Weber program and language training result in substantial change to this element of the project, the evaluation team recommends that management examine the benefits to be gained by adding two expatriate field staff: an education system development specialist/planner; and an educational economist/finance person who might also provide some backstopping support to the current field finance officer.

For a team that is in the filed dealing with the immediacies of project implementation, home office backstopping support is critical. There is clear evidence that the UNO administrative bureaucracy is not only enthusiastic about the ESSP project, but that they are also functional participants in the implementation of it; a number of senior university staff have played technical roles for the project while on TDY.

It is also clear that Mr. Goutierre and his staff are excellent spokespeople for the project within the university and community. Both AID/REP and the project field staff expressed occasional frustration at the lack of responsiveness by UNO at Omaha to their requests for information or backstopping assistance. **The evaluation team recommends that Omaha based staff redouble their efforts to provide immediate response to requests from the field.** The size of the budget and number of home office personnel are sufficient to realize improvements in this function.

Elsewhere the evaluation team has noted concern over the timely

[11] The number of guards is set by the Regional Security Office according to the number of facilities which require 24 hour protection. It is UNO's responsibility to that this is the number of guards maintained.

placement of Weber scholars. UNO is encouraged to reassess their timing and procedures regarding placement at the earliest possible moment. If the participant training component of the project is to be continued, the quality and timeliness of student placement must be improved.

In summary, the evaluators believe that despite a few questions about personnel allocation, the project is "effectively" but not always "efficiently" run, that reports and documentation are accurate and timely, and that an excellent rapport exists among staff within the project and between the project and AID/REP.

Annex A: Persons Interviewed

Persons Interviewed-Pakistan

UNO Team

Dr. Gerry Boardman
Team Leader

Dr. Moqim Rahmanzai
Deputy Team Leader &
Program Develop. Specialist

Prof. Abdul Salam Azimi
Curriculum Specialist

Carolyn Dunlap
Teacher Training Specialist

Ramona Klaasmeyer
Finance Officer

Sardar Roshan
Coordinator, Manpower Training Project

Nazar M. Karyar
Asst. Coordinator, MTP

Louise Page
Academic Coordinator
Afghan Scholarship Program Intensive Language

Ayub Assil
Asst. Coordinator for Admissions, ASPIL

Mark Hansen
Admissions Coordinator
ASPIL

Naqibullah
Coordinator of Project Monitoring

Rukhsana Zeb
Coordinator, Data Processing Unit

Nasir Rosham
Coordinator, Instructional Materials Center

M. Younus Arian

to determine if inconsistencies exist in reporting. If discrepancies are found, a school will be placed on inactive status. It would be useful for the team to produce a printout of all historical for particular schools to see if significant discrepancies exist on a longitudinal basis. If no large differences are found, the data would add legitimacy to the monitoring process.

The database does not contain school-based achievement indicator information on the school or teachers. Monitor reports (see for example Appendix C of the Quarterly Report, Sept, 1990) vary little in their written summaries by school. Little analysis and no suggestions for improvement are offered. The information available to the database managers although purely descriptive, is of use to project managers and to the ECA for tracking teacher training and salary payments. The data base is perhaps the only detailed source of information on existing schools in resistance territories. As new demands for data arise, new data fields are added to the data base. There is no indication that the information available has yet been used for long-range planning or for the formation of strategy options.

The information being collected is potentially very valuable in the planning and reconstruction activities following peace. There is a growing recognition among educators all over the world that education management information systems (EMIS) are the basic building block of effective planning, efficient resource allocation, and effective management and accountability strategies.

The team recommends that UNO project management collaborate with the ECA to transfer data management capabilities to the latter and to expand the collection and analysis of data relevant to long-term planing for reconstruction and management of a revitalized education system. This process involves the collection of qualitative and quantitative indicators of educational performance as discussed in section II. B. below.

It is apparent to the evaluation team that a fairly clear division of responsibility exists between the managers of project elements and those responsible for the fiscal management of those elements. (More is said about this in section IX.) The division is sharp enough that project leaders need to have first hand familiarity with a broad array of information such as basic project costs, resource commitments, and summary descriptive characteristics of project elements.

Although staff are admittedly fully occupied with project implementation, **both internal management and representation to external agencies would be enhanced by the development of an up-to-date summary briefing book containing carefully extracted summary findings and descriptions from quarterly and annual**

Coordinator, ESSP- Quetta

Mohammad AKran
Coordinator, MTP- Quetta

Government and Other Key Officials

Dr. Farooq Azam
Minister of Education
Afghanistan Interim Government

Din M. Gran
Dept. Minister of Education
AIG

Manfred Wehrmann
Director, PAK-German Education Programs

Detlef Reuter
Education Advisor
PAK- German

Dr. Guljan Wror Wardak
Education Advisor
PAK-German

Dr. A. Wahed Hassani
Coordinator, Construction-Related Training for Afghanistan

Amir M. Ahmadi
Head of SOS/PG (Save our Souls) Belgium Hayatabad

Dr. Azum Gul
Scholarship Screening Committee

Mr. Safi
Afghanistan Education Committee

Mrs. Debbie Harrison
Project Manager
Swedish Committee

Dr. M. Yaqul Barikzai
Deputy Minister of Public Health
Member of Scholarship Committee

Eshaq Gailani
Director, Afghan Relief Foundation

Regine Monier
Asst. Director
Afghan Relief Foundation

Mohd. Omar Stana
ECA
Director of Curriculum

Mohd. Naser
ECA
Director of Academic Supervision and Monitoring

Mirwais
ECA
Director of Teacher Training

Mohd. Aqa Mojadidi
ECA
Director of Finance

Abdul Ghias
ECA
Director of Planning

Abdul Shokor Kohistani
ECA
Director & Head of Administration

Noorgul Rahini
ECA
Director of Literacy

Gholam Nabi Ahmadzai
Deputy Minister of Educ.
AIG- Quetta

Dr. Sima Samar
Director, Women's Hospital and
Women's Literacy Program - Quetta

Sayed Abdul Aziz Ishaq
Director, ECA- Quetta

Rob Frederick
UNESCO- Quetta

ANNEX A

List of Persons Interviewed - USA

NAMES	TITLE
University of Nebraska at Omaha	
Dr. Delbert Weber	Chancellor: UNO
Dr. Otto Bauer	Vice Chancellor for Academic Affairs
Mr. Gary Carico	Vice Chancellor for Business and Finance
Dr. Richard Hoover	Vice Chancellor for Education and Student Services
Dr. John Farr	Assistant Vice Chancellor for Academic Affairs
Dr. Joe Davis	Assistant Vice Chancellor for Education and Student Services
Ms. Barbara Hewins-Maroney	Executive Assistant to Chancellor
Mr. Tom Gouttiere	Dean of International Studies and Programs; Director ESSP
Ms. Mary Turner	Director of International Programs
Dr. Muhammed Basheer	Coordinator, Afghan Studies Programs
Mr. A. Rahim Yaseer	Campus Coordinator, ESSP Project
Mr. Naseem Naghet	Director, Darr-English Dictionary Project
Mr. Akbar Afzali	Assistant, Darr-English Dictionary Project
Ms. Sara Purtell	Coordinator, "Weber" Scholars
Dr. Esmail Burham	Assistant Director, Center for Afghan Studies
Ms. Susan Schmidt	Administrative Assistant, ESSP Project
Mr. Abdul Azimi	Director, Literacy Training, Teacher Training, CA Administration and Textbook Publication, ESSP Project
Mr. Robert Runyan	Director of Library Sciences, UNO

Office of A.I.D. Representative for Afghanistan Affairs

Demetria Arvanitis
Asst. Project Officer
Health and Education

Robert Bakley
A.I.D. Representative

Henry Cushing
Regional Affairs Officer
Peshawar

Thomas H. Eighmy
Supervisor General Development Officer
Health and Education

John Miller
Deputy A.I.D. Representative

Nancy Hardy
Program and Evaluation Officer

USAID/Pakistan

David Sprague
Supervisory Human Resources Development Officer

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INSIDE AFGHANISTAN SCHOOLS SURVEY FORM

Annex C

فورم سروی وبررسی مدارس داخل افغانستان

Date of Survey: تاریخ سروی

/ /

Identification and Location of Schools مشخصات وموقعیت مدرسه

Donating Agency موسسه کمک دهنده		تنظیم	اقلیم	تاریخ رسیدن کتب ومواد	تعداد اخذ کتب ومواد	لسان	ولایت	ولسوالی	قریه	اسم مدرسه	ID
فعلی Present	قبلی Previous	Party	Climate	Arrival Date of Books	Term Books Received	Language	Province	District	Village	Name of School	

BIODATA OF THE SCHOOL PERSONNEL شهرت پرسونل مدرسه :

امضاء ویا مهر	اندازه معاش پرداخت شده به افغانی	درجه تحصیل	ولسوالی	قریه	صنف تدریس	وظیفه	ولد	اسم	شماره
Signature	Amount of Salary paid in Afs.	Level of Education	District	Village	Class Teaching	Job	Father Name	Name	١
									٢
									٣
									٤
									٥
									٦
									٧
									٨
									٩
									١٠
									١١
									١٢
									١٣
									١٤
									١٥

NUMBER OF PRESENT STUDENTS GRADE 1-12: تعداد شاگردان موجود از صنف اول الی دوازدهم :

دوازدهم	یازدهم	دهم	نهم	هشتم	هفتم	ششم	پنجم	چارم	سوم	دوم	اول
12th	11th	10th	9th	8th	7th	6th	5th	4th	3rd	2nd	1st

COMPLETE BIODATA OF THE FOLLOWING PEOPLE: شهرت مکمل اشخاص ذیربط :

نمونه امضاء	تنظیم مربوط	سکونت Place			ولد Father Name	اسم وتخلص Name	سیوالیه ووظایف Authorities & Their Positions	شماره
		ولایت	ولسوالی	قریه				
Signature	Party	Province	District	Village		Commander	قوماندان	١
		District Educational Supervisor					مسئول تعلیم وتربیه ولسوالی	٢
		Carrier of Materials and Salaries					انتقال دهنده مواد ومعاش	٣

ACTIVITIES OF THE EDUCATIONAL SUPERVISOR: فعالیتهای مسئول تعلیم و تربیه در موارد :

همکاری با مدارس در رابطه به شاگردان جدید الشمول	کارهای شورتی با قوماندانان نماینده در بهبود کیفیت امور درسی و اداری	تهیه دروس نمونه ای	مراتب بازدید از جریان فعالیت مدرسه در طول سال تعلیمی	کنترول از حاضری معلمین شاگردان و سایر کارکنان	محل نگهداشت اسناد کارهای انجام شده
Cooperation with schools about newly registered students	Consultative work with commanders & representative for betterment of admin. & academic affairs.	Preparation of sample lessons	Time of visiting the school during academic year.	Control of Teachers, students, & support staff attendance sheet	Place of keeping implemented work documents

IF THE SCHOOL IS RENAMED, DISPLACED, OR IS AFFILIATED TO ANOTHER PARTY: اگر مدرسه تغییر نام یا نقل مکان کرده و یا از یک تنظیم به تنظیم دیگر ملحق شده باشد

Dislocation نقل مکان						Affiliation ارتباط		Rename تغییر نام	
Present Location موقعیت فعلی			Previous Location موقعیت قبلی			تنظیم فعلی	تنظیم سابقه	اسم جدید New Name	اسم سابقه Previous Name
ولایت Province	ولسوالی District	قریه Village	ولایت Province	ولسوالی District	قریه Village				

OPINION OF RELATED AUTHORITIES ABOUT THE SCHOOL: نظریات مسئولین مربوط در مورد مدرسه :

School Office — اسم مدیر معلم Headmaster's Name — امضا Signature	اداره مدرسه
District Educational Supervisor — اسم Name — امضا Signature	مسئول تعلیم و تربیه ولسوالی
Monitor — امضا Signature	هیئت سروی کننده
Final Opinion and Decision about the School — امضا Signature	نظریه و فیصله نهائی در مورد مدرسه

Please write the status of the school (active, inactive, etc.). If the schools is left off the survey, write the reasons. The form should not be changed or corrected. If necessary the monitor should sign in front of it. In the office nobody has the right to change any party.

لطفاً کیفیت فعال یا غیرفعال بودن تمام کوایف مدرسه را واضح تحریر دارید در صورتیکه مدرسه از سروی بازمانده باشد علت آنرا بنویسید. در داخل منطقه فورم قلم خورده نشود. هرگاه قلم خوردگی داشت هیئت محترم آنرا اصلاح کرده در پهلویش امضا کند در دفتر بعد از امضای هیئت هیچکس حق تغییر و اصلاح را ندارد.	Note: نوت

University of Nebraska at Omaha

Office of the Chancellor
Omaha, Nebraska 68182-0108
402/554-2311

February 10, 1989

Dear :

Would you be interested in having an academically qualified Afghan refugee study at your institution for up to two years? Let me tell you why I believe so strongly in the need for Afghans to study in America, and how our institutions can cooperate to make it happen.

You may be aware that the University of Nebraska at Omaha (UNO) has a long-standing interest and involvement in Afghanistan--which it has maintained even during the Soviet occupation and war of the past several years. I have recently returned from a brief visit to Pakistan, where UNO staff are working with the Afghan Resistance and refugees.

The Soviet forces are scheduled to complete their pullout in February and the refugees will soon return and begin reconstruction of their country. Because of the extent of devastation, the reconstruction will be long-term and will require help from agencies and donors throughout the world. A serious constraint will be the lack of professional skills among Afghans. A generation of young people has had very limited access to education during the war. Together we can provide invaluable assistance to the reconstruction effort. Your part would be to provide <u>a full tuition scholarship, including room and board, for one Afghan student for up to two years of study at your institution</u>, at the junior and senior level undergraduate or Master's level.

If the above level of support is not possible, some portion of tuition, room and board would be helpful. Should you decide to participate in this program, the U.S. Agency for International Development has informally agreed to give high priority to funding of other necessary expenses such as books and travel. UNO, through its Center for Afghanistan Studies, would coordinate student selection and placement, language training, travel arrangements and U.S. orientation.

The opportunity to contribute to the reconstruction of a nation is a unique and challenging one. It awaits those who accept this invitation. I look forward to discussing this program with you at your earliest convenience. Please call me at (402) 554-2311.

Sincerely,

Del Weber
Chancellor

DW/dh
enclosure

Frontier Post
13.10.90

AFGHAN SCHOLARSHIP PROGRAMME

The Afghan Scholarship Programme will give English Language proficiency tests and interviews for admission to the Afghan on October 21, 22, 23, 24 and 25, from 10.00 A.M. to 2:00 P.M. The Programme provides limited scholarships to United States universities, especially in practical areas such as engineering, agriculture, human resources development, economics, and public administration.

REQUIREMENTS: Must be an Afghan, minimum of 2 years of documented university work, be a refugee outside of Afghanistan for at least 2 years, receive an appropriate test score on a preliminary English test and qualifying TOFEL, and pass a screening interview, phone 43725, 18F Khushal Khan Khattak Road, University Town.

Annex F

Appendix A

SUMMARY DATA--ASP GROUP-1
March 1988 - February 1989

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	TOEFL Exam Results: First Score	TOEFL Exam Results: Final Score	Non-credit Enrollment: Engl	Non-credit Enrollment: FA	Non-credit Enrollment: EIT	Non-credit Enrollment: Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
Abdul Matin Mehraban	26	Kabul	Pharmacy	6	433	527	x	x		Intro to Business		0	n/a	UNMC Pharm Coll-2 mos Indian Res Pharmacy-2 wks	Fair	Finance Admin Offcr WHO/Quetta
M. Asef Karimy	34	Wardak	Pharmacy	7	447	473	x	x		Pharmacology		0	n/a	UNMC Pharm Coll-2 mos Indian Res Pharmacy-2 wks	Good	General Director Shafiullah Hosp, AIG
Abdul Rahman Saleh	31	Badakhshan	Business	7	393	500	x	x				0	n/a	Omaha Chamb of Com-2 mos	Good **	Instructor, UNO/MTP
Ghulam Hazrat Azam	26	Kanahar	Medicine	5	490	520	x	x		Ultrasound Diagnostics		0	n/a	UNMC observatnl prog-1 mo	Fair	Doctor, Ministry of Public Health, AIG
Ghulam Rabani Popal	30	Kabul	Medicine	4	480	517	x	x		Ultrasound Diagnostics Health Administration		0	n/a	UNMC observatnl prog-1 mo	Good **	Deputy Director, ATC Hospital, AIG
Jan Mohammad	33	Kunar	Medicine	5	467	513	x	x		Ultrasound Diagnostics		0	n/a	UNMC observatnl prog-1 mo	Fair	Gen Dir, Shafiullah Hosp, Min Pub Health
Ghulam S. Akhundzada	33	Kunar	Engineering	5	443	510	x	x	x	One Engineering course		0	n/a		Good **	Repatriation Asst, UNHCR
Asadullah Oriakhail	34	Kabul	Engineering	4	447	503	x	x	x	3 Engineering courses		0	n/a		Good **	Chrmn, Soc Services, Min of Reconstrctn
Bismillah Koochi	35	Kabul	Engineering	5	447	510	x	x	x	Computer Concepts		0	n/a	Architectural firm-3 mos	Good	Workshop Mngr, HIA
M. Asef Rahimi	29	Kabul	Engineering	4	460	500	x	x	x	One Engineering course		0	n/a		Good **	Project Engineer, Care International
Nasir Ahmad	36	Logar	Engineering	4	457	503	x	x	x	One Engineering course International Studies Intro to Business		0	n/a		Good	Protocol Officer, Political Dept, HIA
Obaidullah Nasery	26	Kabul	Engineering	6	400	500	x	x	x	One Engineering course		0	n/a		Good **	Tech Advisor, CCSC
Rahimullah Rahim	35	Logar	Engineering	6	457	500	x	x	x	One Engineering course		0	n/a		Good	Procurement Officer Care International
Shah Wali Wahab	30	Wardak	Engineering	7	397	460	x	x	x	One Engineering course					Fair	Assistant Proj Engr, Care International
M. Enam Raufi	31	Laghman	English	7	437	477	x	x				0	n/a	Omaha Pub Sch Dist-5 mos	Fair	Admin Mgt Assistant, ASPIL, UNO/ESSP
M. Haroon Burhani	30	Laghman	English	3	527	547	x	x		Mass Communications Educational Admin		0	n/a	Omaha Pub Sch Dist-5 mos	Good **	Prof & Hd Engl Dept Jihad Univ, HIA
M. Omar Stana	33	Logar	Agriculture	6	377	457	x	x				0	n/a	UNL Agronomy Dept-2 mos	Fair	Dir, Curric Dpt, ECA
Sardar M. Nasery	35	Laghman	Agriculture	2	523	543	x	x		Mass Communications International Studies		0	n/a	UNL Agronomy Dept-2 mos	Good **	Dep Dir General, Foreign Rel, AIG
Sayeb Habib Shah	29	Nangarhar	Agriculture	7	363	473	x	x				0	n/a	UNL Agronomy Dept-2 mos	Fair	Unknown - may have immigrated to U.S.
Wazir Gul Rasuli	43	Kabul	Agriculture	6	417	427	x	x				0	n/a	UNL Agronomy Dept-2 mos	Fair	Chmn, Voc Ed Dept Min of Educ, AIG
Sultan M. Booniad	34	Kunduz	Politicl Sci	6	377	463	x	x				0	n/a	Omaha City Council-2 mos	Fair	Chmn, Protocol Dept, Min Forgn Affrs, AIG
Averages:	32.0			5.3	440	496						0.0				

** Recommended for future additional studies in the U.S.

reports. The team feels that there is sufficient home office support to prepare such a document. The document, not to exceed 10 pages in length and which would contain facts related to accomplishments, both real and planned would:

- better and more uniformly inf rm project staff about activities and accomplishments under various project elements;
- facilitate representation by UNO and AID/REP to agencies and individuals external to the project;
- focus attention on the integration of project elements into a unified whole;and
- draw greater attention to priorities relative to costs and improve cost-benefit evaluations tied to establishing project priorities.

The tables and information generated by the UNO team in response to requests by the evaluators would provide an excellent base from which to begin this effort. By initiating this activity AID/REP and UNO would also be taking a step towards developing Purpose Level Monitoring Indicators and a financial and educational planning base.

B. Quality

Two dimensions of quality must be assessed in connection with the UNO program: the quality of the design and delivery of services, and the quality of the attendant results of those programs.

It is clear to the evaluation team that in the eyes of all individuals interviewed and on the basis of experience with a multitude of other AID projects, the UNO team is committed to the goals of the project and to the accomplishment of tasks that will lead to those ends to a degree that is rare in bi-lateral assistance projects. The UNO staff bring to the project a zeal that is uncommon in projects of this sort. The project team members also possess a level of knowledge about the country the project is meant to serve that is rare among contractors. These qualities are as true of the home-office staff in Omaha, Nebraska as they are of the Peshawar and Quetta-based field staff.

Of the 283 project field staff directly on the UNO/ESSP local payroll, only 10 are non-Afghans, including 5 language staff. The fact that the project is largely Afghans serving Afghans contributes in large measure both to the success and quality of the efforts.

Appendix B

SUMMARY DATA—ASP GROUP-II
September 1988 - August 1989

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	TOEFL Exam Results: First Score	TOEFL Exam Results: Final Score	Non-credit Enrollment: Engl	Non-credit Enrollment: PA	Non-credit Enrollment: EIT	Non-credit Enrollment: Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
Abdul Ali	29	Kabul	Medicine	7	413	507	x	x		Health Concepts Prev/Contr of Diseases Stress Management Business English Community Health Psychology Speech			n/a	Rounds at UNMC with a physician-2 wks	Fair	Admin Supervisor, Save the Children, USA
Abdul Rahman Akbari	31	Wardal	Medicine	6	443	503	x	x		Speech		0	n/a	Rounds w/UNMC doctor-10 wks. Morning rpt conferences, clinical pathology, x-ray analysis.	Good ++	Director General, Abdullah Hospital Ministry of Public Health, AIG
Abdul Satar Paktiss	30	Logar	Medicine	7	367	417	x	x		Speech		0	n/a	UNMC-4 mos. Grand & operating rounds, conf on orthopedics. Nat'l orthopedics conf in Las Vegas. Surgery conference in Indianapolis.	Fair	Chmn, Health Dept, Ministry of Defense, AIG
Noor M. Gafoori	31	Paktia	Medicine	4	463	503	x	x			Speech Business English	6	n/a	UNMC-4 mos. Rounds in internal med, cardiology & orthopedics. Resident in orthopedic surgery.	Good ++	Doctor, Dawa & Jihad Hospital, AIG
Sayed Sardar Sadat	32	Laghman	Medicine	6	397	467	x	x		Speech Business English		0	n/a	Rounds with UNMC physician -2 wks.	Fair	General Director, Dawa and Jihad Hosp, Min Pub Health, AIG
Dad M. Shinwari	35	Nangarhar	Medicine	4	440	500	x	x				0	n/a	Rounds with UNMC physician -2 mos.	Fair	Academic Adminstr, Dawa and Jihad Univ
Tajuddin Millatmal *	35	Nangarhar	Medicine	7	483	550	x	x				0	n/a	Rounds with UNMC physician -2 wks.	Fair	Remained in the U.S.
Sayed Omar Mujaddidi	40	Nangarhar	Animal Sci	6	407	447	x	x		Speech		0	n/a	Visits to lcl dairy & poultry farms. Visits to vet schools at KSU & ISU.	Fair	Agric Supervisor, Mercy Fund
Abdul Baqi Mehraban	34	Kabul	Vet Medicine	5	503	540	x	x		English Composition Prin of Management	English Composition Business Computers Computer Concepts	9	?	Visits to six regional vet clinics. Visits to vet schools at UNL, KSU & ISU.	Good ++	Veterinary Officer, UNDP
Daoud Shah	30	Logar	Vet Medicine	7	397	530	x	x		Business English Speech Computer Concepts Business Management		0	n/a	Visits to six regional vet clinics. Visits to vet schools at UNL, KSU & ISU.	Fair	Asst Coordinator, German Afghan Fndtn

ASP GROUP II (Continued)
September 1988 - August 1989

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	First Score	Final Score	Non-credit Enrollment: Engl	PA	EIT	Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
Abdul Shakoor Najimi			Engineering	4	487	510	x	x		Business English	Communication Circuits Circuit Design II Computers in Enginrg Pascal	12	?	Visited mobil communic firm-2 mos. Visited Cox Cable & U.S. West.	Good **	Lecturer, Engineering College Jehad Univ, HIA
Atiqullah *	36	Nangarhar	Engineering	6	403	473	x	x		Business English Computer Organization Speech Basic & Pascal Cmptr Lng	Cobal	3	?	Visited engineering design firm-3wks.	Fair	Remained in the U.S.
Hekmatullah Ayubi	30	Wardak	Engineering	8	453	507	x	x		Computer Concepts English Grammar Speech Business English		0	n/a	Visited local metal factory.	Good **	Chief Administrator & Training Asst, RAP/IRC
Mohammad Daoud	27	Logar	Engineering	3	510	560	x	x		Speech	Business Management Micro-cmptrs for Engrs Computer Concepts Electronics	12	?		Good **	Instructor, Constr Engineering, IRC
Abdul Samad Nazari	36	Logar	Agriculture	6	457	503	x	x			Intro Urban Planning Computer Concepts Computers in Business Business Policy Production/Operations Computer Organization Business Law II Prin of Management Seminar in Publ Admin Business Communicnts Public Speaking Marketing Investment Principles	39	?	Visited several local firms and UNL Institute of Agriculture.	Good **	Agric Officer, UNDP
Khalil Rahman	36	Logar	Agriculture	2	490	500	x			Computer Concepts Speech	English Composition Principles of Mngmt Public Administration	9	?	Visited several farms and UNL Institute of Agric.	Good	Agric & Veterinary Coordinator, ACBAR
Mohammad Usmani	34	Baghlan	Agriculture	8	427	533	x	x		Speech Business English		0	n/a	Visited several farms and UNL Institute of Agric.	Fair	Translator, Save the Children, U.K.

Appendix C

SUMMARY DATA—ASP GROUP-III

January 1990 - December 1990

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	First Score	Final Score	Non-credit Enrollment: Engl	PA	EIT	Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
Abdul Bari Niazi	23	Kabul	Medicine	2	530	540					English Composition Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	12	3.0		Fair	
Abdul Jamil Bassal	34	Kandahar	Medicine	4	457	520					Engl as a 2nd Lang I Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	13	3.8 *		Good	
Jamaluddin Amin	31	Kabul	Medicine	2	533	553					Engl as a 2nd Lang I Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	13	3.5 *		Good	
M. Tayyeb Ayyoub	27	Nangarhar	Medicine	3	507	567					Engl as a 2nd Lang II Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	13	3.7 *		Good	
Mohammadullah Faiz	30	Kabul	Medicine	6	427	517					Engl as a 2nd Lang I Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Studies	13	3.9 *		Good	
Mumtaz	35	Nangarhar	Medicine	3	540	577					Engl as a 2nd Lang II Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	13	3.6 *		Good	
Rohullah Amini	35	Kabul	Medicine	4	447	597					English Composition Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	12	3.4		Good	
Umara Khan Nazar	38	Nangarhar	Medicine	6	450	567					Engl as a 2nd Lang I Long-term Care Admin Community Health P Admin: 3rd Wld Mngt Special Projects	13	3.7 *		Good	

ASP GROUP-III (Continued)
January 1990 - December 1990

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	First Score	Final Score	Non-credit Enrollment: Engl	FA	EIT	Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
Abdul Hakeem Sidiqi	27	Kabul	Engineering	4	487	530					Transp Engineering Engl as a 2nd Lang I P Admin: 3rd Wld Mngt Surveying I Public Speaking	16	3.4		Good	
Babrak Amiri	30	Kabul	Civil Engrng	3	540	593					Struct Anal II Mthd of Com in Engr II Engl as a 2nd Lang II P Admin: 3rd Wld Mngt Construction Econ Public Speaking	19	3.9 *		Good	
Ehsanullah	29	Paktika	Engineering	5	473	530					Transp Engineering II Intro to Computers I Engl as a 2nd Lang I Public Administration Public Speaking Readings/Indep Studies	19	3.7 *		Good	
Noor Mohammad	37	Kandahar	Engineering	6	410	533					General Chemistry Quantitative Anal Computer Concepts Engl as a 2nd Lang I P Admin: 3rd Wld Mngt	11	2.4		Fair	
Omar Khan Azizi	32	Ghazni	Engineering	6	447	547					P Admin: 3rd Wld Mngt Transp Engineering English Composition Intro to Computers Surveying I Public Speaking	18	3.4		Good	
Abdul Basir Qadiri	26	Kabul	Agriculture	4	477	520					Computer Concepts Prin of Economics Engl as a 2nd Lang I P Admin: 3rd Wld Mngt	13	3.4		Good	
Hameedullah	30	Nangarhar	Agriculture	4	463	523					Biolog of Micro-orgs Engl as a 2nd Lang P Admin: 3rd Wld Mngt Engl Lab Reading Improvement Public Speaking	16	2.6		Fair	

ASP GROUP-III (Continued)
January 1990 - December 1990

Name	Age	Home Province	Earlier Study Field	TOEFL Exam Results: Times Taken	First Score	Final Score	Non-credit Enrollment: Engl	PA	EIT	Other NC/Audit Crses	Credit Enrollment	Total Earned Credit	GPA	Practical Experiences	Performance Rating	Present Employment
M. Naeem Tawfiq	28	Herat	Agriculture	4	457	553					Computer Concepts Intro to Computers Engl as a 2nd Lang I P Admin: 3rd Wld Mngt English Lab Reading Improvement Public Speaking	18	3.0		Good	
Ahmad Gul Haqbeen	35	Kabul	Journalism	5	457	483					P Admin: 3rd Wld Mngt Intro to Pol Science Publ Spkg Fundamentals Computer Concepts Introduction to P Intro to Computers II Public Speaking	15	1.7	(Placed on probation)	Fair	
Naqibullah	30	Wardak	Journalism	5	463	563					English Composition II News Wtg & Reporting P Admin: 3rd Wld Mngt Spec Studies in U.S. Communication Law History of Mass Com Public Speaking	21	3.4 *		Good	
	30.9			4.2	480	545						14.9				

* Dean's honor roll.

Appendix D

SUMMARY DATA--WEBER GROUP-I

December 1989

Name	Age	Home Province	TOEFL Exam Results: Times Taken	First Score	Final Score	College/University	Study Field	Degree Sought: Assoc	BS/BA	MS/MA	SAT	GRE	Courses Completed/Underway	* Total Earned Credits	GPA	Prfrm-ance Rating	Comments
Akhtar M. Shinwari	27	Kabul	4	533	567	Georgia College Milledgevill, Ga.	Public Admin			x	37 280 330	n/a	Public Personnel Admin Public Finance Public Opinion Contemp Amer For Policy	6	3.0	Good	
Amanullah	26	Takhar	3	503	563	Kearney State College, Nebraska	Educ Admin			x	29 310 310	n/a	Dir Research in Pol Sci Dir Reading in Pol Sci Research Technq in Educ Staff Personal Relations Philosophy of Education School Public Relations	6	4.0	Good	Honor roll
Dost Mohammad	39	Kabul	2	527	556	Univ of Missouri Kansas City	Health Services Admin			x	n/a	n/a	Health Facilities Admin Mental Health Org & Mngt (Advcd Grammar/Writing-Audit) Intro to Public Admin Mngt Information Systems	6	3.0	Good	Dissatisfied with placement. Placed on probation for changing major without authorization.
Farida Solaiman	22	Kabul	3	527	550	College of St Mary Omaha	Computer Sci		x		26 250 330	n/a	English Composition Genl Chemistry Survey Intro to Sociology General Psychology Intro to Computers Relig Exper of Mankind	12	3.3	Good	
Karimullah	29	Logar	2	497	537	Adrian College Adrian, Michigan	Computer Sci	x			24 250 360	n/a	Computer Programming Physical Education Advanced ESL (English)	9		Fair	Adjustment problems. Changed major.
Mirwais Kamal Shinwari	34	Nangarhar	6	483	557	Univ of Missouri Kansas City	Pharmacy			x	30 240 470	n/a	Grammar and Vocabulary Basic Pharmaceutics Computer Applications (Calculus I-Audit) Statistical Methods			Good	

* Through Spring term only.

WEBER GROUP-I (Continued)
December 1989

Name	Age	Home Province	TOEFL Exam Results: Times Taken	First Score	Final Score	College/University	Study Field	Degree Sought: Assoc	BS/BA	MS/MA	SAT	GRE	Courses Completed/Underway	* Total Earned Credits	GPA	Prfrm-ance Rating	Comments
Mohammad Aman	34	Kunduz	4	553	577	Slippery Rock Univ Pennsylvania	Management		x		42 320 420	n/a	Intro to Public Admin World Politics College Writing I Public Speaking Psychology Micro Economics	12	3.8	Good	Honor roll
Mohammad Nasib	24	Nangarhar	4	527	527	Slippery Rock Univ Pennsylvania	Public Admin		x		31 240 340	n/a	Intro to Public Admin Intro to Fiction College Writing I Amer National Government Intro to Anthropology Computer Concepts Citizens in Pulbic Affairs	21	3.9	Good	Honor roll
Mohammad Nasim	30	Laghman	2	523	550	University of Iowa Iowa City, Iowa	Engineering		x		38 330 360	n/a	Calculus I Engineering I Statistics English Grammar Calculus II Mat'l Sci for Engineers			Good	
Zalmai Sherzad	33	Nangarhar	7	473	513	Kearney State College, Nebraska	Educ Admin			x	20 250 310		Intro to Educational Admin Social Fndtns of Education Techniques of Research Language Awareness	9	3.3	Good	Four of his TOEFL scores were 500 and above.
Averages:	29.8		3.7	515	550									8.1			

* Through Spring term only.

Appendix E
WEBER GROUP-II
July 1990

Name	Age	Home Province	TOEFL Exam Results: Times Taken	First Score	Final Score	College/University	Study Field	Degree Sought: Assoc	BS/BA	MS/MA	SAT	GRE	Courses Completed/Underway	Total Earned Credits	GPA	Prfrmance Rating	Comments
Abdul Qadeer Fitrat	27	Badakhshan	5	503	557	Wright State Univ Dayton, Ohio	Economics			x							
Besmillah Alekozai	31	Laghman	5	537	557	Northern Iowa Univ Cedar Falls, Ia.	Education		x								
Ghulam M. Ishaqzai	25	Kabul	3	560	577	Midland Lutheran Coll Fremont, Neb.	Business Adm		x								
Gulzai	38	Paktika	5	513	600	Georgia College Milledgevill, Ga.	Public Admin			x							
Hakim Gul Amadi	25	Wardak	3	540	557	University of Iowa Iowa City, Iowa	Engineering			x							
Hameedullah Zamani	31	Logar	11	457	540	Midland Lutheran Coll Fremont, Neb.	Nursing		x								
Khushal Khan Nasrie	21	Nangarhar	3	553	567	Central Missouri State University Warrensburg	Agriculture		x								
Lutfullah Kakar	28	Kabul	10	487	540	Adrian College Adrian, Michigan	Business Adm		x								
Mohammad Arif	33	Wardak	5	523	573	Univ of Evansville Evansville, Ind	Engineering		x								
Mohammad Ashraf	28	Kunduz	11	473	550	Central Missouri State University Warrensburg	Agriculture		x								
Mostaeen Billah	26	Takhar	10	450	553	Kearney State College, Nebraska	Education			x							
Averages:	28.5		6.5	509	561									0.0			

UNO/ESSP/MTP
Analysis of Personnel
as of October 31, 1990

	Admin	Drivers	Teach/ Trnrs	Guards/ Janitor	Production	TOTAL
ESSP-Q	6.0	2.0		6.0		14.0
IMDC	2.0			8.0	92.0	102.0
ESSP-P	28.0	10.0		14.0		52.0
ELP	3.0			4.0		7.0
ECA/AIM	1.0			3.5		4.5
Monitoring	5.0					5.0
TDY House				1.5		1.5
IT	2.0		11.0	1.0		14.0
MTP-P	11.0		20.0	19		50.0
MTP-Q	3.0		11.0	9		23.0
TOTAL	61.0	12.0	42.0	66.0	92.0	273.0

Quetta Recap:

ESSP	14.0
MTP	23.0
TOTAL	37.0

The initial emphasis in the project was on the provision of basic educational services and materials as expeditiously as possible. The chaos produced by the Soviet invasion demanded immediate application of a service tourniquet to stem the loss of educated and skilled Afghans. By all accounts the UNO team met this demand with speed and skill. Although the educational needs of the Afghan population are severe, the post-Geneva accord period beginning in 1988 ushered in a new period of conflict and uncertainty but brought with it a renewed hope for peaceful reconciliation among the competing parties and the Soviet-backed regime. Despite continued uncertainties, it is time that the ESSP begins to reflect the shift from refuge to reconstruction.

The technical and managerial activities that fostered the rapid deployment of texts, tools, and training are not necessarily the same as those required for preparing policy options, for planning, and for administrative restructuring. Each of these last three areas will be key elements in the transition to a revitalized educational system at the onset of peace.

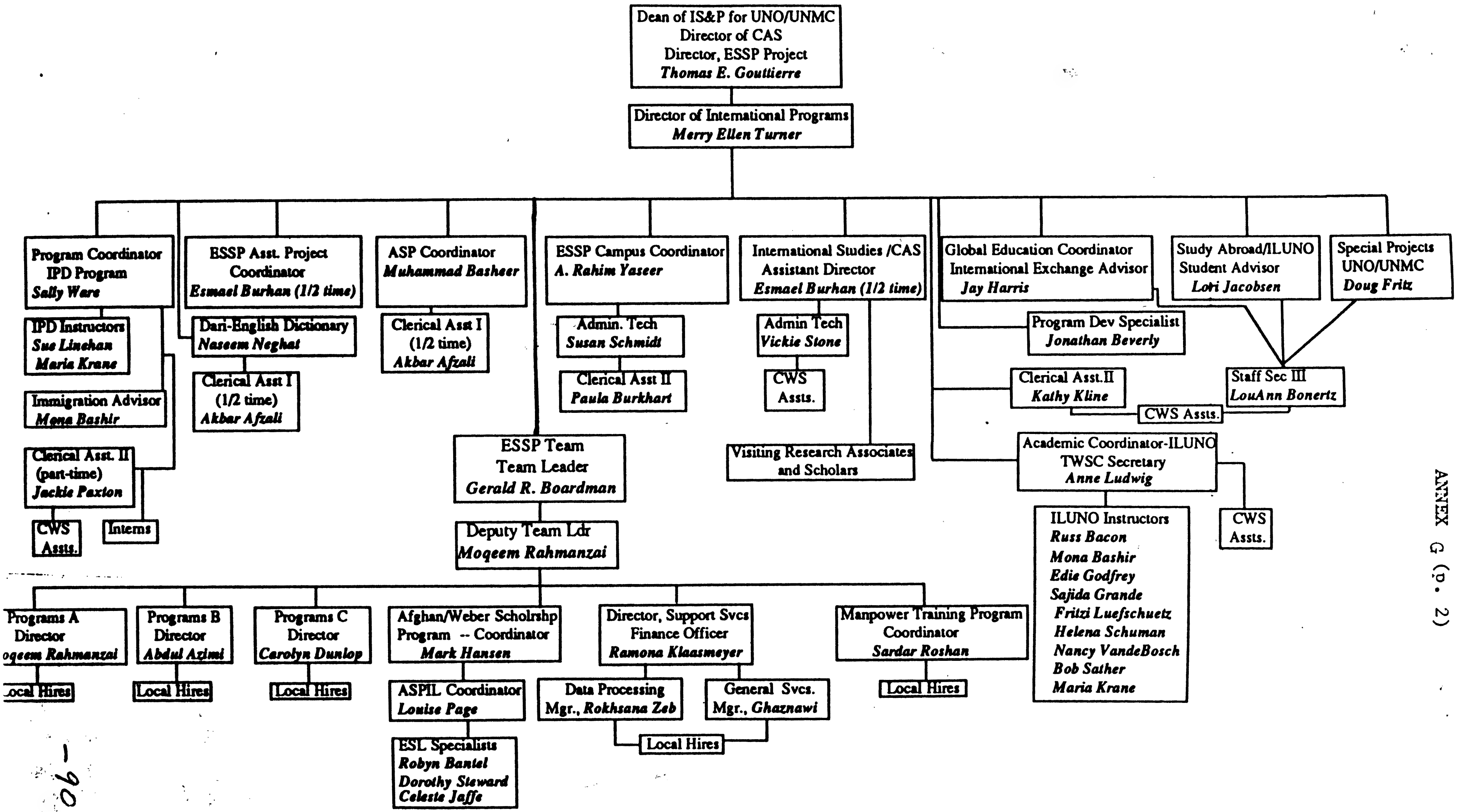
ESSP is at a transition stage; the educational services it has been providing will remain in demand, but the sustainability of those efforts and the long-term impact of them depend on the development of skills and mechanisms for ensuring the transition from a donor-funded activity to one that is largely Afghan-supported.

The evaluation team recommends a careful examination of how the project can be adapted to meet better the anticipated management and planning needs that will be required in the transition to a peace-time government. Although more will be said about this in section IV., it should be noted here that in addition to the excellent skills possessed by project staff that are appropriate for the current slate of project activities, others such as macro-level planning and system development capabilities will also be required in the coming years.

The team encourages AID/REP and UNO staff to assess our belief that the addition of a macro-level planning and systems development component to the project would enhance and buttress the significant accomplishments made to date. This proposed project component (and its short term and long-term staff implications) would build on strengthening the ECA either as an institution or as individual members of that body.

The team is concerned that the UNO monitoring process focuses primarily on documenting the existence of schools and on the collection of descriptive information about the community, school, teachers and students. Monitoring reports offer little insight into the quality and effectiveness of the instruction that results from the support provided. Acknowledging that UNO

ORGANIZATION CHART FOR INTERNATIONAL STUDIES AND PROGRAMS

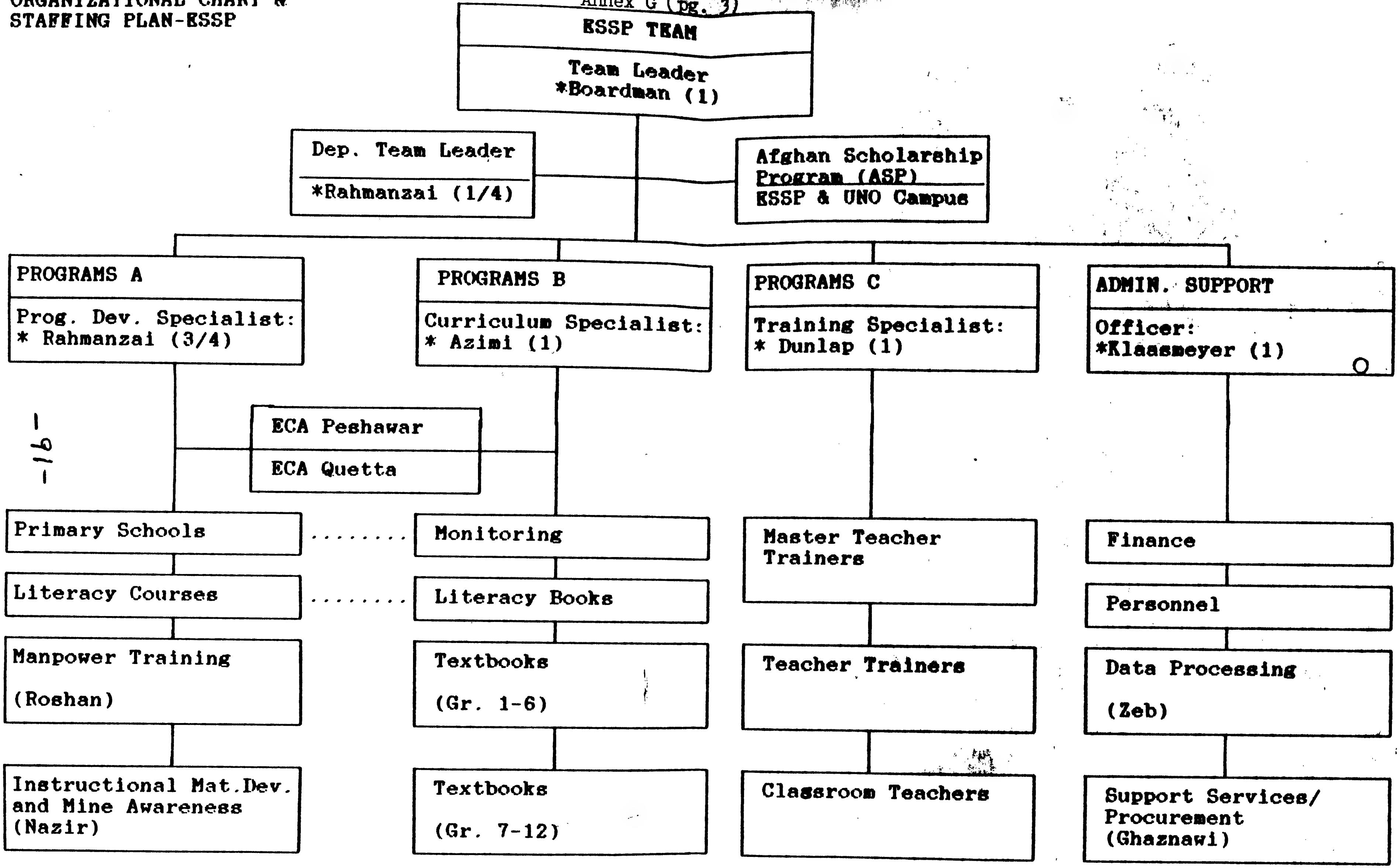


ANNEX G (p. 2)

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CAS = Center for Afghanistan Studies
IS&P = International Studies and Programs
ASP = Afghan Scholarship Program
ILUNO = Intensive Language Program at UNO
IPD = Program for International Professional Development
ESSP = Education Sector Support Project
ASPIL = Afghan Scholarship Program - Intensive Language (Pakistan)
ECA = Education Center for Afghanistan
Programs A = primary schools, monitoring, district directors
Programs B = literacy training, teaching training, ECA administration, textbook publication,
ECA-Quetta: primary schools, monitoring, district directors, supplies distribution
Program C = teacher training

ORGANIZATIONAL CHART &
STAFFING PLAN-ESSP



-16-

* Expatriate Management Position. All other management and line positions are local hire.

Total Positions:
(Pakistan)

Expatriate Mgt. 5
Local Hire 260
ECA 82
ASP 4

(Afghanistan)

Monitors 72
Supervisors 111
Primary School Staff 7200

UNO Staffing

		FTE--Assigned and Charged to ESSP: Tech Asst	Program: ASPIL	ASP	Weber
Technical Assistance					
ESSP Proj Dir:	Gouttierre	0.40			
Proj Coordinator:	Yasir	1.00			
Asst Proj Coord:	Schmidt	0.75			
Secretary:	Paula	1.00			
Secretary:	Vicki	0.25			
Total Tech Asst:		3.40			
Authorized:		1.90 + necessary secretarial staff			
ASP					
Prog Coordinator:	Bashir			0.50	
	Burhan			0.50	
Secretary:	Afzali			0.50	
Total ASP:				1.50	
Authorized:				1.50	
Weber					
Prog Coordinator:	Bashir				0.50
Orientation Coord:	Ludwig *				0.00
Student Placement:	Pritle				0.50
Student Monitoring:					0.00
Clerical Assist:					0.00
Total Weber:					1.00
Authorized:					1.50
ASPIL					
Campus Coordinator:	Ludwig		0.20		
Total ASPIL:			0.20		
Authorized:			0.20		

* Position not authorized and budget not provided in present contract. Ludwig devotes 0.10 FTE to orientation, however no charges have been made to contact.

behalf of the Team. Has primary responsibility on the Team for supervision of activities in the following program areas:

- Participant Training (Weber Scholarships)
- English Language Training
- Primary School Database

Deputy Team Leader/Program Specialist - As Deputy Team Leader assumes responsibilities of the team leader during his absence. As Program Specialist assists the Education Council of the Seven Party Alliance in formulation of policies and procedures and assists leadership of the Education Center for Afghanistan with program implementation. Has primary responsibility on the Team for technical assistance to ECA in the following program areas:

- Primary Schools (including publication and distribution of textbooks)
- School Monitoring
- ECA Administration
- Pilot Intervention in Secondary Education

Supervises and debriefs Level-2 and 3 field monitors, assists in preparation of program budgets, reporting of Team activities and progress.

Program Specialist Assists the Education Council of the Seven Party Alliance in formulation of policies and procedures and assists leadership of the Education Center for Afghanistan with program implementation. Has primary responsibility on the Team for technical assistance to ECA in the following program areas:

- Literacy Program
- Textbook Development/Updating
- District Director Program
- Instructional Materials Development (for primary and secondary schools and mine/narcotics awareness programs)

- Teacher Training (pending mobilization of the Training Specialist)

Director of Support Services/Financial Manager Responsible for developing and implementing an effective administrative system for support of all team operations. Supervises and trains local administrative staff. Ensures that project accounting system is fully implemented and that all necessary financial reports are submitted to O/AID/REP and the Contractor on a timely basis and in proper form.

Advises ECA Administrative and Financial Directors as needed to develop ECA systems that meet - O/AID/REP and Contractor requirements.

Training Specialist - Working closely with the Literacy and Teacher Training Departments of the ECA, responsible for the planning, evaluation and implementation of training for:

- District Directors

- Primary School Teachers

- Secondary School Teachers

- Village Literacy Teachers

Will supervise all master trainers and participate in on-site teacher training at locations inside Afghanistan. Incumbent will be required to speak English, Dari and Pashto fluently.

This position shall be mobilized after it becomes possible for U.S. travel document holders to enter and work inside Afghanistan.

With respect to its overall functions, the team will be responsible for:

- Policy Development. Working with the Education Council of the Seven Party Alliance (ECSPA) and with the ECA, the team will advise in the development of policies aimed at the establishment of a reinforced system of primary education inside Afghanistan and attendant systems such as teacher training and literacy training. In order to accomplish this the team will engage in extensive liaison with the ECSPA, the ECA, PVOs, and the U.S.

Educational Foundation and the Office of the A.I.D. Representative for Afghanistan.

- Program Development. The team members will provide technical assistance to the ECA for the establishment of programs and systems in support of primary education and literacy training. These will include, but not be limited to programs to recruit, train, monitor and pay teachers, curriculum review and textbook production and delivery, and data-gathering and evaluation. As necessary, and as funds are available, the team will arrange (in consultation with AID/REP) for short term specialists furnished by the Contractor to assist in these technical tasks. In order to plan the timely accomplishment of this work, the team will develop, in collaboration with the ECSPA and ECA, a detailed yearly implementation plan. This plan will serve to achieve consensus among ECSPA and ECA on work objectives and will serve all parties, including the AID/REP, as a rolling benchmark for the measurement of progress. The implementation plans shall be submitted to the AID Project Officer. The first plan shall be submitted within forty-five (45) days following the arrival of the team in-country. The succeeding plans shall be submitted on dates as agreed to between the Project Officer and Team Leader.

- Program Resource Management. The team will manage funds obligated as part of this contract, for the support of the ECA and its activities. This will involve the development of a budget/work plan (in conjunction with the implementation plan discussed above) for the disbursement of funds for teachers' salaries, rent, utilities, salaries and other costs associated with the establishment of the ECA and for the procurement of textbooks and instructional materials. These budget/workplans will be submitted to the AID Project Officer for approval on dates mutually agreed to between the Project Manager and the Team Leader. The contract team will be responsible for establishing financial management systems to record and track the expenditure of these funds and, to the extent feasible, to monitor the distribution of funds and project-financed commodities inside Afghanistan.

ARTICLE II - LIAISON

The Contractor team will meet with the AID Project Officer weekly to apprise him of progress under the

project and of any problems encountered and to receive operational guidance. Continuous liaison will be made with the AID/REP Regional Officer located in Peshawar, Pakistan. Requests for approvals for the use of short-term specialists and other non-routine actions will be submitted in writing.

The contract team should also work with the Educational Council of the Seven Party Alliance (ECSPA) and will work with and provide technical assistance to the staff of the Education Center for Afghanistan(ECA), and shall also be responsible for liaison for various PVO's providing educational assistance to the war-affected Afghans.

ARTICLE III REPORTS

All reports shall be in the English language and shall be in such form as is mutually agreed upon by the Project Officer and the Team Leader. The contractor shall submit quarterly reports to the AID Project Officer which shall include, but not be limited to, a discussion of the progress made against the budget /implementation plans, any problems encountered, and recommendations for alternative courses of action.

Further, the report stressed that the foregoing recommendations were to be conducted in a manner that would support the objectives of generally strengthening the unity and coordination of the various Afghan organizations performing resistance leadership roles. More specifically, the focus of the recommendations was to be on strengthening the development, cooperation and coordination activities of the committee formed by the educational representatives of various resistance organizations.

This committee, the Education Council of the Seven Party Alliance (ECSPA), is composed of representatives of six of the seven major parties conducting the Afghan resistance. These representatives are concerned with educational matters as they relate to the Afghan population and they have unified their concerns into an organization - ECSPA. In accordance with the objective of this contract, the ECSPA established a management unit known as the Educational Center for Afghanistan (ECA) which implements the program activities planned and recommended by the contractor hereunder, e.g., schools management, teacher training and literacy development.

The AED/UNO/Columbia report served as a basis for a document entitled. "An Update and Recommended Implementation Arrangement for AID Cross-Border Education Activities for Afghanistan," dated June 27, 1986, as prepared by the Center for Afghanistan Studies, University of Nebraska at Omaha, which is incorporated by reference herein.

2) <u>Background for Amendment Number 06</u>: An assessment of the project was conducted in October 1988, and it was concluded that the Contract should be extended, albeit modified in some respects. Project design changes were included in a project Activity Approval Memorandum (AAM) which was submitted for AID/Washington approval. Accordingly, the project was amended on December 27, 1988 and again on February 16, 1989, to include the following features:

- Additional funding of $16.9 million, raising the total life-of-project funding to $31.7 million. Of this amount, $29.9 is earmarked for activities under this Contract.

- Extension of the Project Assistance Completion Date (PACD) to December 31, 1992 for all project

components except the Scholarship component, which will be extended to December 31, 1995.

- Continued support of the ECA and ECA primary schools.

- Further development and revision of textbooks, with distribution to more children, including students in non-ECA supported schools in refugee camps and inside Afghanistan.

- Replacement of the literacy program for Mujahideen with an adult functional-literacy program for civilians inside Afghanistan.

- Additional emphasis on the quality aspects of education through an expanded teacher education component.

- Improvements in the scholarship program, including in-country intensive English training and the addition of scholarships which are partially funded by U.S. universities.

- Development of instructional materials for mine and narcotics awareness programs.

B. Objectives

The objectives of this Contract are:

- To provide educational humanitarian assistance to Afghan citizens in the resistance-controlled areas in Afghanistan, through establishment of programs in rural primary school education and literacy training.

- To maintain and improve the primary school and literacy programs established earlier.

- To train Afghans through scholarships in university and technical college-level programs most relevant to the initial rehabilitation and reconstruction of Afghanistan.

C. Scope of Work

In the initial phases of the original Contract, the Contractor developed an educational plan for (1) the establishment of primary schools inside Afghanistan, (2) the promotion of literacy among members of the resistance organizations, (3) the training of teachers and

(4) providing assistance in the development of the ECA. A scholarship program was also established and implemented for a total of 42 university degree-holding members of the resistance parties to study in rehabilitation/reconstruction-related fields.

From the date of this Amendment No. 06 onward, the work of the Contractor shall be expanded to include assistance to the ECA in the following:

- Maintenance and improvement of approximately a) 1,000 rural primary schools, including provision of teacher salaries, b) monitoring of school activities and c) the furnishing (for both ECA and non-ECA schools) of 1,500,000 textbooks, 300,000 sets of student supplies and 12,000 instructional kits.

- Support and further training for 216 District Directors of Education who are working inside Afghanistan.

- Continued support for the Educational Center for Afghanistan (ECA), including support for additional staff and the assignment of short-term U.S. specialists to assist with textbook development and teacher training. Maintenance of offices in Peshawar and Quetta, to be transported to appropriate locations in Afghanistan whenever conditions permit.

- Implementation of a pilot activity in secondary education, including revision, development and distribution of 400,000 Middle School (grades 7-9) textbooks and 36,000 High School (grades 10-12) textbooks, as well as teacher training.

- Replacement of the literacy program for Mujahideen with an adult functional-literacy program for civilians inside Afghanistan, including provision of salaries and training for teachers, textbooks and teaching kits. Approximately 16,000 persons will be given four months training annually during Fiscal Years 1990 through 1992. Additional textbooks will be developed with the assistance of a short-term U.S. specialist.

- Establishment and implementation of a system for the training of master trainers, District Directors of Education, primary school teachers, secondary school teachers and literacy trainers.

- Establishment and implementation of an intensive English language program in Peshawar as needed to prepare scholarship participants for study in the U.S. The program shall operate nine months annually during Fiscal Years 1989 through 1992 and shall train students at up to three different ability levels simultaneously. A capacity of 50 students shall be provided during the first nine months of operation (beginning in April 1989) and 25 students there-after. Authorized expenditures for this component include Contractor personnel (short-term U.S. coordinator and trainer in Peshawar for nine months annually, local teaching/support staff and campus coordinator at 0.20 FTE), operational costs (student stipends, meals and transportation), equipment and supplies and international travel.

- Continuation of the scholarship program for a third group of up to 21 ECSPA-appointed participants. Selection, preparation and local processing of the participants and administration of the intensive English language training shall be implemented by subcontract. On-campus expenditures authorized for this program component include participant costs (tuition, fees, books, participant maintenance and travel), advisory services and administrative services (including assignment of a full-time coordinator and a half time secretary).

- Implementation, during Fiscal Years 1989 through 1992, of a new scholarship program for Afghan participants selected from the refugee community at large and from participants inside Afghaninstan. The Contractor shall endeavour to arrange for partial funding of up to 20 new scholarships annually from U.S. academic institutions. The scholarships shall provide for undergraduate and graduate programs (at universities and community/technical colleges) of one to four years duration, with participating institutions or Others paying costs such as tuition, fees, books and maintenance (room, board and incidentals). Costs unable to be borne by Others may, with Project Officer approval, be expended under the Contract. Subject to prior annual approval by the Project Officer, the Contractor shall implement the following sub-components of this scholarship program:

  - Continuation of the intensive English language training described above into fiscal years

1990 through 1992 (for approximately 25 students).

  - Implementation of a subcontract for assistance with the selection, preparation and local processing of the participants and administration of the intensive English language training.

  - A six-week U.S. orientation program for arriving participants, including language refinement and cultural/academic orientation. The Contractor is authorized to charge a fee for each participant attending this orientation.

  - Placement of participants in U.S. universities commensurate with their interests and capabilities and available scholarship opportunities, and monitoring of the students' progress. On-campus expenditures authorized for this sub-component include personnel (one full-time coordinator and one half-time clerical assistant) and travel of the coordinator to participating campuses.

- Production of training materials for U.S. Government and United Nations programs in mine awareness, de-mining and narcotics awareness. This shall include liaison concerning requirements with O/AID/REP, the Office of the Coordinator for United Nations Humanitarian and Economic Assistance Programmes Relating to Afghanistan, the U.S. State Department, U.S. Department of Defense and others as appropriate. The team shall also assist the ECA in the distribution of these training materials to ECA-supported schools (in conjunction with regular shipments of primary school and literacy program supplies and books) and in instructing primary school and literacy teachers in their use. Distribution and training for other than ECA primary schools will be performed by Others.

In the establishment of schools, the promotion of literacy and the training of teachers, the plans shall encompass such matters as: organizational structures, processes, staffing patterns, personnel duties, and compensation. Relevant curricular materials shall be included where appropriate. With respect to the primary schools inside Afghanistan it must be recognized that the war situation and geographical structure in that country represent major obstacles in the sustenance of

any type of organized school system. The number of students may vary anywhere from 10 children in a particular grade level per educational center to 100 or more. It is estimated that each center will need three teachers on the average.

The ECA will be the management unit responsible for the establishment of schools, hiring teachers, making decisions regarding textbooks, and above all, coordinating efforts for the purpose of providing educational opportunities for the people in unoccupied areas in Afghanistan. The team will provide administrative and professional support to assist the ECA in carrying out these tasks.

Specifically, the contractor shall provide a technical assistance team which will serve as an intermediary between AID and the ECA by providing technical assistance as required in enhancing the capacity of the ECSPA and the ECA for conducting unified and coordinated educational activities. Unless authorized in writing by the Contracting Officer, members of the team holding U.S. passports and other U.S. documentation shall be expressly enjoined from entering Afghanistan under this Contract.

The Team shall be composed of a Team Leader, a Deputy Team Leader/Program Specialist, a Program Specialist, a Director of Support Services/Financial Manager and a Training Specialist. They will serve as an advisory unit to the ECA in assisting in its development and with its work in the creation and maintenance of primary/elementary schools, the development of literacy programs, the pilot work in secondary education and in the development of teacher training programs.

The duties of the team members shall include, but not be limited to, the following:

Team Leader - Provides leadership and management of available resources to ensure achievement of project outputs. Serves as primary point of contact in Pakistan with Contracting Officer and O/AID/REP. Within framework of the Contract, responsible for establishing team policy, overall supervision of team activities, development of project implementation plans and maintenance of positive relationships with internal/external personnel and linking agencies. Provides individual guidance and leadership to all team personnel, including short-term specialists. Responsible for written and oral team reports on

PART 1 - THE SCHEDULE

SECTION - C

DESCRIPTION/SPECS/WORK STATEMENT

ARTICLE I - STATEMENT OF WORK

A. Background

1) Background for the Original Contract: In 1986 the educational needs of the Afghan people inside their country were being addressed in a number of ways, all dramatically insufficient. Various Afghan organizations had sought to provide some educational resources to areas under their influence. Individual commanders had sought to sustain educational activities in the sectors under their control. Private voluntary organizations (PVOs) provided some assistance, both through party and commander channels.

The efforts undertaken up to that time suffered from a lack of resources--financial, material and personnel. There was a lack of coordination, organization and administrative experience and training. There was a need for improved and readily available curriculum materials. The commitment was strong on the part of all those involved, but they had neither the means nor the capacity under the then current circumstances to have anything more than a negligible impact.

An educational team representing the Academy for Educational Development, Teachers College - Columbia University and the University of Nebraska at Omaha assessed the educational situation, needs and opportunities available to the Afghans and submitted a report which, among other approaches, recommended that activities be initiated that would (1) assist the Afghan political parties in the development of a management unit in order to meet the immediate and long-range educational needs of Afghans, (2) assist in the development of administrative, technical and professional skills critical to the reconstruction of Afghanistan, (3) provide primary education for school-aged children and assist in the development of middle and secondary education, (4) provide literacy programs for Afghan Freedom Fighters, and (5) help ensure teacher training programs for high school graduates who were not trained as teachers.

has been occupied with just getting materials and payments out to schools, it is still surprising that monitoring has focused only on the provision of resources, and not on the learning that they were intended to produce. Records of classroom exams are on file at the ECA. However as noted elsewhere in this document, teacher-written exams for their own classes are often poor measures of performance when assessed in light of required curriculum and normative standards of achievement.

Despite the constraints on time and resources placed on the team by current operations, it is possible and desirable for UNO to develop and administer, simple, inexpensive performance indicators to students and teachers supported by the project. The SCA education support program routinely administers 10-20 item questionnaires to project participants that assess whether students have been exposed to the material contained in the books, and whether they can perform basic tasks that were the focus of instruction, for example spelling a word, reading a phrase, or completing a sentence related to a reading passage. Teachers are asked to answer elementary questions or perform calculations based on substantive fact. These measures are not meant to monitor student achievement but rather to validate exposure to the instructional materials provided by the project and to develop proxy measures for validating teacher attendance and performance for which they are being paid.

The evaluation team recommends that UNO together with ECA address this issue and that the project develop and implement, perhaps in collaboration with SCA, a simple diagnostic, validation tool.

Achievement testing has precedence in Afghanistan. Classroom teachers administer self-designed tests to their students about three times a year with the results figuring into decisions to promote or retain students. Tests developed by individuals are however idiosyncratic and often structured to measure what is taught, not what is supposed to be taught. A simple measuring tool would not only measure levels of student performance against a norm but would permit monitors to assess implementation of the curriculum and teacher capabilities as well.

2. A curriculum needs to be developed that systematically and sequentially builds skill levels. Integration within and across subject areas is imperative to reinforce effective learning.

3. The UNO-produced primary textbooks need to be revised in accordance with the curriculum described above.

4. The production of instructional materials (silkscreens, literacy boards, etc.) should be continued, but carefully linked to key concepts in the curriculum. Priorities and objectives should be established before production of new material commences.

5. Girls access to primary education is a critical problem in Afghanistan and needs to be directly addressed through the development of a comprehensive, long-term plan to increase their enrollment. UNO and AID/REP are encouraged to consult the abundant literature on strategies for improving female access to school and to explore access to both fiscal and documentary resources through PPC/WID.

Secondary Education

1. Development of an integrated curriculum is a necessary precursor to further production and development of the secondary school texts. With proper planning and design this task can be accomplished within one year.

2. Improvement in the quality of the secondary textbooks should begin with the completion of the curriculum and must involve field-testing and subsequent revisions of prototype materials.

3. ESSP's role in secondary education would be best limited, at least for the next two years to the production of materials.

Institutional Development

1. ESSP should give high priority to the development of technical, reconstruction-related planning, management and finance skills among ECA and appropriate AIG staff

2. Short-term training seminars would facilitate the previous objective. Expatriate technical experts might conduct workshops on topics such as,
   - o policy analysis and planning;
   - o subject areas such as curriculum development and evaluation;
   - o reconstruction-specific skills such as budgeting, projections, etc.

3. Development of a series of strategic, policy options papers in conjunction with the seminars and workshops noted above would give AID/REP leverage on reconstruction policies and provide the Afghans responsible for implementation with a jump-start on mobilization. The papers would help to rationalize the reconstruction process and would promote efficiency in the allocation and utilization of resources.

4. UNO and AID/REP should conduct an analysis of current fiscal and human resource capacities to determine the feasibility of adding a systems development/planning/finance component to the project.

Participant Training

1. A cost-benefit re-examination of the entire long-term training program is encouraged in the context of the project goals and with respect to the primary focus of improving and expanding primary education services.

2. Depending on the outcome of the cost-benefit appraisal, re-examine the need for and efficacy of each of the following sub-elements:
   - ASPIL;
   - placement rates and locations;
   - priority of disciplines.

3. The low participation rate of females in the training program needs to be addressed through a low-key, but affirmative effort to increase their involvement.

Literacy

1. The creation of new, functional literacy materials for demobilized individuals should be developed for both men and women and focus on topics of practical importance such as house repair, animal husbandry, health, etc.

2. ESSP is encouraged to continue to be a catalyst in the production and distribution of these literacy materials to other organizations that are actively involved in the delivery of literacy training.

3. ESSP is also encouraged to restrict its role in the literacy area to technical advice, and to the development, production and dissemination of literacy materials, and not to become actively involved in training itself.

Teacher Training

1. The priority need is to develop a feasible and fully-costed plan for teacher training that is less susceptible to the attenuation effects of the current multi-stage strategy. The plan should focus on:
   - o institutionalization/portability issues;
   - o support required by teachers to maintain acquired skills;
   - o development of an inexpensive, but valid evaluation plan to monitor the effect of the program.

2. Development of a plan, with attendant costs, for increasing the numbers of female teachers.

Manpower Training

1. There is need for an Advisory Committee to integrate the content of training with employment opportunities, to increase women's access to training and to bolster private sector linkages.

2. MTP is encouraged to add a program component focused on the development of self-employment skills, job-seeking skills, and income-generating skills.

3. An evaluation of current courses and a follow-up study of graduates are needed to check on the quality and relevancy of instruction. The review might also produce a costed plan for implementing the MTP model in Afghanistan.

ACRONYMS AND GLOSSARY

AAM -	Activity Approval Memorandum.
ACBAR -	Agency Coordinating Body for Afghan Relief
ACLU -	Afghan Construction and Logistics Unit
AEC -	Afghan Education Committee (educational branch of the Swedish Committee for Afghanistan).
AID/REP -	AID Representative for Afghanistan Affairs (office responsible for administering U.S. humanitarian assistance to Afghanistan)
AIG -	Afghan Interim Government (composed of representatives from six of the seven party alliance)
ASP -	Afghan Scholarship Program (the U.S.-based technical training component of the ESSP Project; one year course of study).
ARF -	Afghan Relief Foundation
ASPIL -	Afghan Scholarship Program Intensive Language (ESSP English language training program for prospective participants)
Commissionerate -	The GOP's Commissionerate for Afghan Refugees (associated with UNHCR; administers educational and other services in Pakistan's Afghan refugee camps)
CRTA -	Construction Related Training for Afghans (AID/REP manpower training project administered by IRC)
CCSC -	Construction Control Services Cooperation
Dari -	One of the two major languages of Afghanistan, the other being Pushto; variation of Persian (Farsi)
ECA -	Education Center for Afghanistan
EMIS -	Education Management Information System

ESSP -	Education Sector Support Project (the major AID/REP project which provides education assistance to Afghans)
GOP -	Government of Pakistan
IMDC	Instructional Materials Development Center (materials development branch of UNO/ECA)
IAH -	Islamic Aid Health Committee
IRC -	International Rescue Committee (PVO currently engaged in a variety of activities for Afghans including manpower development
Jihad -	An Islamic "holy war", in this case the struggle of the Mujahideen to free Afghanistan from Soviet domination and influence.
LDI -	Lajhat Al-Dawa Al-Islamabad
MAP -	Mine Awareness Program
MAR -	Muslin Arab Relief (One of three major providers of educational assistance inside Afghanistan, ESSP/UNO and Swedish Committee/AEC being the other two.
MTP -	Manpower Training Program (an AID/REP project which provides assistance to Afghans for basic trades and management training.)
Mujahideen -	Afghan freedom fighter; young men who are the soldiers of the resistance movement.
PPC/WID-	A.I.D.'s Program and Policy Coordination/Women in Development division
Pak-German	German financed project to provide basic education services to Afghan refugees in camp schools
Pushtu -	One of the two major languages of Afghanistan, the other being Dari.

PVO -	Private Voluntary Organization
SAG -	Solidarite Afghanistan
SCA -	Swedish Committee for Afghanistan
UNFDAC -	United Nation's Fund for Drug Abuse Control
UNO -	University of Nebraska at Omaha, the prime contractor for the ESSP and Manpower Training Projects
UNOCA -	United Nations Office for Coordination for Afghanistan
USAID -	United States Agency for International Development

IQC

Evaluation and Development Information Methods IQC

Evaluation of Afghanistan Education Sector Support Project (306-0202)

A contract between the U.S. Agency for International Development and the Academy for Educational Development, Contract No. PDC-0085-I-00-9061-00.

AED

AFGHANISTAN EDUCATION SECTOR SUPPORT PROJECT (306-0202)

EVALUATION

for
Office of AID Representative for Afghanistan Affairs

Islamabad, Pakistan

December, 1990

by

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Annexes

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The team would also like to note that during the course of this evaluation we were asked to place more emphasis on recommendations for the future and less on summaries of past successes and shortcomings. Thus, we have incorporated lessons learned into recommendations for future project modifications. We have attempted to base these calls for action on fact and past experience. Experience is often subject to selective recall and intellectual biases. We do not apologize for this fact; we merely alert the reader that we have done our best to base our comments on observations and not opinions.

Executive Summary

The Education Sector Support Project for Afghanistan (ESSP), now in its fifth year of operation, has produced a substantial set of accomplishments in a short period of time. The impressive array of products include:

- 3.5 million primary textbooks produced and distributed;
- 7,200 teacher and staff salaries paid inside Afghanistan;
- 166,000 students served inside Afghanistan;
- Education Center for Afghanistan created and maintained;
- 82,000 lower secondary textbooks produced and distributed;
- nearly 2,000 adult literacy courses conducted;
- 15,000 literacy kits and 320,000 mine awareness kits produced;
- 91 scholars participating in 1 or 2 year studies in the U.S.;
- 2 vocational training centers created with 141 graduates produced.

These accomplishments have been the cornerstone of educational services provided to Afghans in the resistance areas inside Afghanistan and an important element of services provided by PVOs and other groups in camps in Pakistan.

As Afghans move from a period of refuge to reconstruction, the nature of education services required must reflect this shift. The refugee period has been characterized by the need to mobilize rapidly the production of goods and services to meet basic needs. The reconstruction period will require great attention to the cost-effective planning and provision of basic educational services, a rational re-development of the physical and administrative infrastructure, the development of both educational materials and trained personnel required to ensure quality of student performance.

The major focus of the ESSP is and should continue to be on primary education. The role of the ESSP in the reconstruction of Afghanistan's education system would be enhanced by the incorporation of the following recommendations:

Primary Education

1. The development of teacher guides to compensate for low skill levels among teachers is perhaps the most cost-effective way to achieve tangible improvements in instruction. Development of these guides is a top priority that will reinforce and help to sustain the investment and accomplishments made to date in school support and instructional materials production. UNO is encouraged to explore collaboration with other donors or PVOs.